

# Law Enforcement News

Vol. XX, No. 401

A publication of John Jay College of Criminal Justice/CUNY

May 15, 1994

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## What They Are Saying:

**"As a native New Yorker, I was really disappointed to see New York have the dubious distinction of being the only state ever to turn down one of these programs."**

—Dr. Paul Ferrara, chairman of the Laboratory Accreditation Board of the American Society of Criminal Laboratory Directors, on the New York Legislature's rejection of a bill to require DNA testing of sex offenders and murders. (14,3)

## Information, please

### Feds plan to network programs for at-risk youth

You're a police officer whose primary duty is to devise and implement programs for at-risk youth. You've heard about a gang-diversion effort in St. Louis that is said to have achieved a fair amount of success and was funded through a combination of state and Federal grants. But that's about all you know. What do you do to get more information?

You could make a round of phone calls to jurisdictions in the St. Louis area, in a hit-or-miss effort to obtain more details. In the very near future, however, the information you're looking for may be accessible in no more time than it takes to tap into a computer.

Federal officials are in the midst of putting the finishing touches on the Partnerships Against Violence Network, or PAVNET, a massive computerized linkup of all government clearinghouses and resource centers involved in violence-reduction and youth-at-risk programs.

More than 30 entities, drawn from the departments of Justice, Health and Human Services, Agriculture, Labor, Education, and Housing and Urban Development, have submitted abstracts spelling out the details of nearly 700 promising programs and projects now underway nationwide to address the mounting problem of youth violence.

Pavnet, which is still in development, is an offshoot of Project PACT (Pulling America's Communities Together), a broad-based Federal initiative designed to empower communities to reduce crime and violence. PACT stresses a coordinated, multidisciplinary approach fostered and supported by the Federal Government to fight crime

and violence at the state and local level. Pavnet is envisioned as a way to share information about successful programs among agencies and communities.

The development of Pavnet is an effort by the entire Federal Government to "facilitate that process of strategy-building, provide technical service on practical programs that appear to be working in various areas and supplying information to the jurisdictions on the most effective means possible, whether it be in terms of, for example, the best conflict-resolution programs around or what's being done in the West in truancy-reduction," said Associate Deputy Attorney General Sheldon Bilchik.

Pavnet will result in a resource guide — also to be made available in bound, printed form — that will list details about each program in a user-friendly format. Among the details included will be: the full name of the program or acronym, contacts, including names, addresses, and telephone and facsimile numbers for more information, program type, target population and setting, project startup date, nomination criteria for inclusion in Pavnet; annual budget and number of persons served each year, sources of funding; objective and description of the program, and sources for additional information.

Two other sections of the guide will include sources of Federal funding and technical assistance, according to Paul Cascarano, the assistant director of the National Institute of Justice who played a key role in developing Pavnet.

Information-sharing is a central component of Pavnet, Cascarano noted. Often, jurisdictions around the country are unaware of successful programs in other areas, just as Federal agencies are often in the dark about the kinds of programs being undertaken in individual departments. Pavnet is an attempt to change that so that a coordinated response to a particular problem can be designed and implemented, he said.

"It's the first time there's been a true sharing of information on such a large scale between departments where you can have access to information across departments on a single issue like violence," said Cascarano.

Bilchik added that Pavnet is part of Attorney General Janet Reno's vision of "interdepartmental coordination" to combine, not duplicate Federal, state and local efforts against particular problems. But he stressed that all of the Federal Government's agencies, not only those at DoJ, are involved.

"All of the [Cabinet] secretaries are looking at the same issues, trying to maximize what we're doing and avoiding overlap," he said. "I really consider it a joint effort. We've got the National Institute of Justice to provide a lot of the technology, but Agriculture has played a big role, too."

John Kane, coordinator of the Youth Development Information Center at the National Agriculture Library, said the USDA is heavily involved in programs for at-risk youths, particularly through local 4-H clubs, which now count urban kids as the majority of their members. And its Extension Service will be playing a major role in setting up the computerized data base that

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## Killer cop cars? Testing continues into possible lethal defect in Ford cruisers

The National Highway Traffic Safety Administration is continuing its testing of a 1993 Ford Crown Victoria police cruiser to determine if the vehicle has a power-steering defect that may have contributed to the death of a New Jersey officer last November.

The test was launched last month at the request of Bergen County Prosecutor John Fahy, who had conducted an investigation into a Nov. 22, 1993, crash that killed Paramus Police Officer Vincent Brock. Brock, who was responding to what turned out to be a false report of a shooting, was driving at 60 miles per hour when he lost control of the car and slammed into a tele-

phone pole.

NHTSA spokesman Tim Hurd told LEN that the vehicle being tested at the agency's Transportation Research Center in East Liberty, Ohio, is a 1993 Crown Victoria owned by the Paramus Police Department. Officials have not determined how long the tests would continue, Hurd said, adding that if a defect is discovered, the agency could order Ford to launch a recall.

Fahy's investigation into the accident uncovered anecdotal evidence from other police departments that the 1992 and 1993 Crown Victoria models widely used by law enforcement may have a power-steering defect that results in a momentary loss of control over the vehicle. "There was no good reason why he crashed," said Fahy. "We couldn't really figure it out."

Fahy said in a recent LEN interview that a few days after the accident, a Paramus police trainer who instructs officers in pursuit-driving techniques contacted him. "He said he was not surprised by the way Vinnie Brock died, that the Crown Victorias have a steering problem whereby the steering will actually lock up if you make a couple of quick turns. We were a little bit skeptical, but we went out with him and he showed us what he was talking about."

The problem occurs when drivers decelerate to idle speed, Fahy said

"When it goes down to idle speed, and you make a series of two or three turns, by the time you get to the second or third turn, the power steering will lock. You have to wrestle with the machine in order to maintain control. And that's what we believe contributed to Vinnie Brock's death."

A New York City-based engineering firm brought in by the prosecutor to conduct tests of the car determined that there was a "design defect" in the steering mechanism. "Armed with that information, we went to NHTSA, and they opened up an investigation," said Fahy, who also alerted the state Attorney General's office and law enforcement agencies statewide about the possible defect.

"My goal was to warn the police community that this car has problems," said Fahy. "Once a police department knows about it, they can do the same test we did. It's not that complicated. You either find it or you don't, but at least I put a warning out there."

The Ford Motor Co. early this month issued a statement in which it asserted that its Crown Victoria police units "meet or exceed all Federal safety requirements" and had passed "rigorous tests performed by several police departments, including the California Highway Patrol, the Los Angeles Police Department and the Michigan State

Police" as well as continuous in-house testing.

"None of the testing to date by Bergen County has resulted in a finding that the fatal crash of a Paramus, N.J., Crown Victoria police unit was due to a steering defect or any other product defect," the statement added.

Ford, which has sold about 55,000 Crown Victorias to police departments nationwide since 1992, said it had received no reports of loss of steering control. The company did acknowledge having received reports from police departments of a "momentary (1.5 seconds) reduction in power steering assist that occurs occasionally at low speeds (5-6 m.p.h.) after severe braking when extreme steering maneuvers are made."

"This does not result in a loss of steering control and is not considered to be a safety concern or product defect. These reports led to a change in 1994-model vehicles to address that characteristic," the statement added.

Fahy said his investigation uncovered a message sent by Ford to its dealerships as far back as two years ago about steering problems in the 1992 and 1993 models of the vehicle. The message, according to Fahy, notes "a complaint of reduced steering assist that occurs immediately after a severe

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# Around the Nation

## Northeast



**DISTRICT OF COLUMBIA** — Councilman Jack Evans introduced legislation this month that would expand the arrest authority of Metro Transit Police and allow them to carry weapons at all times.

**MAINE** — As part of Law Day observances at the State House this month, former U.S. Secretary of State Edmund Muskie played a 911 recording of a child reporting domestic abuse. Eighty percent of the poor with domestic abuse problems, said Muskie, do not get the legal aid they need.

**MARYLAND** — A three-month test is underway in Baltimore in which police helicopters are used to spot motorists who run red lights. The helicopter officers can see when the signal changes and then radio a police cruiser to pull offenders over. The pilot program will cost \$51,000.

**NEW JERSEY** — The New Jersey Supreme Court refused this month to review an appellate court decision that freed V. James Landano after he had served 18 years for the murder of a Newark police officer. The Hudson County prosecutor's office was strongly criticized by the Appellate Division of Superior Court in March for deliberately withholding potentially exculpatory evidence. Landano was convicted of killing John Snow at a check cashing service in Kearny on Aug. 13, 1976.

**NEW YORK** — Manhattan District Attorney Robert Morgenthau says he will turn over to Federal prosecutors files on two suspected drug dealers whose indictments were dismissed on a technicality by Supreme Court Judge Jay Gold. The drug dealing by the suspects, Antonio Filipe and Michael Williams, was witnessed by two women, who then called 911. Their testimony was excluded by Gold, however, on grounds that the 911 tape had been accidentally erased.

New York City's recently appointed Correction Commissioner, Anthony Schembri, was ordered to pay \$25,000 in damages to a Rye police officer he slapped while Police Commissioner of that town. Schembri's lawyer contended that Sgt. George DeVito was slapped in a "playful" way to get the officer to calm down.

It took only 15 minutes for a Nassau County jury to reject a plea of insanity and find confessed serial killer Joel Rifkin guilty of second-degree murder in the death of 22-year-old Tiffany Bresciani. Rifkin faces 25 years to life for Bresciani's murder, as well as seven years for one count of reckless endangerment. He still faces seven other murder charges in Suffolk County, Queens, the Bronx and Brooklyn.

New York City police officials have shelved a plan to use 100 officers as decoys at next month's Gay Games, after gay activists denounced the plan. Only gay officers should be used, said Carroll Hunter, president of the Gay Officers Action League, because straight officers would rely on offensive stereotypes like swishing and

swaying in an effort to appear homosexual. Police were concerned that notoriously violent soccer fans, who will be visiting the city for the World Cup tournament, would prey on gays and lesbians attending the Gay Games.

A survey by the New York Daily News this month found that of nearly 35,000 petty criminals in New York City who are sentenced to community service, only about 66 percent ever show up to be assigned work.

Nelson Roth, the special prosecutor in the New York State Police evidence-tampering investigation, announced this month that he will stay on the case. Roth, who had been appointed by a local judge in 1992 to investigate charges against David Harding, a former trooper who admitted to faking fingerprint evidence, was later appointed by Gov. Mario Cuomo to investigate other instances of suspected evidence tampering by State Police investigators. The probe has since grown to cover Tompkins County south to Orange County and has resulted in the incarceration of two more troopers and the arrest of two others.

A Harrison police lieutenant was sentenced this month to 60 days in jail and five years probation for embezzling \$44,423 in union dues while treasurer of the Harrison Police Association. According to Westchester County District Attorney Jeanine Pirro, Herman Diller wrote 45 checks to himself between 1988 and 1991. The theft was discovered when the Internal Revenue Service audited the account after Diller left the post. He will be required to pay back all the money, beginning with a \$20,000 payment due within 60 days.

A threatened lawsuit by the New York City Transit Police Benevolent Association has forced Mayor Rudolph Giuliani to scrap plans to merge the city's three largest police agencies. Instead, Giuliani will combine parts of the city and housing police forces first and work on adding transit later. The lawsuit was threatened in response to a rumor that the Mayor's budget would withhold \$150 million from the Transit Authority — half the city's \$300 million contribution — unless the merger were approved. According to TPBA president Ron Reale, the cuts would have forced the Transit Authority to lay off nearly half its police force or impose a substantial hike in subway fares. The cuts, he said, could not be carried out without violating the police staffing levels required under the state-approved Safe Streets/Safe City program.

Three Mount Vernon police officers were captured on videotape this month stealing over \$10,000 of what they believed was drug money but was actually money planted by FBI agents as part of an elaborate sting operation. Lieut. Robert Astorino, the department's chief of detectives, and Det. James Gareia were observed stuffing money in their pockets after entering what they believed to be the residence of an alleged fugitive that they had been tipped to by Florida authorities. An initial report on the money by a third officer, Det. Frank Lauria, placed the amount between \$20,000 and \$30,000. Ultimately, Lauria filed a police report vouching \$21,137. Lauria, a Mount Vernon officer since 1988, was one of the officers arrested in 1987 in New

York City's 77th Precinct corruption scandal. Lauria was acquitted, however, and left the department.

New York City Police Commissioner William Bratton ordered a review this month of policies and training for the handling of violent suspects, following the in-custody death in April of a Staten Island man. Bratton also appointed a task force to be headed by Chief of Personnel Michael Julian, which will examine ways in which prisoners can be subdued with less injury to both suspects and police. One of the major problems, said officials, is that when the chokehold was banned last year, police were left with few alternatives besides the take-down holds taught at the Police Academy. According to Julian, officers do not often use chemical sprays due to their fear of being second-guessed. A report from the city's medical examiner concluded that Ernest Sayon, 22, died of asphyxiation caused by pressure on his neck and chest while his hands were cuffed behind him. Three officers involved in Sayon's death, Sgt. John Mahoney and Officers Donald Brown and Gregg Gerson are on modified assignment while the case is being investigated.

Eastern Laboratories Ltd., one of the state's largest drug-testing labs, was charged this month with dumping nearly 30,000 urine specimens and reporting that none showed drug use. The samples came from parolees and recovering addicts, with at least four New York City hospitals and the entire criminal justice system of Connecticut sending hundreds of thousands of samples to the company.

As part of a two-month pilot program known as COBRA (Cops On Board to Respond and Assist), more uniformed New York City Transit police officers are riding the subways, enforcing everything from felonies to fare evasions. The extra manpower is drawn largely from the ranks of officers who usually work in decoy or plain-clothes units. Although preliminary figures show a 46-percent drop in felony crime for the first quarter of 1994 as compared to the same period last year, officials contend that a uniformed presence gives riders peace of mind.

The first statewide midnight basketball league in the nation had its first tip-off this month in New York City. The New York State Midnight Basketball League, modeled after a program formed in 1986 in Glenarden, Md., will allow unemployed and out-of-school men from the ages of 17 to 26 to play weekly organized games from 10 P.M. to 2 A.M. Uniformed police officers will be in attendance at the games.

## Southeast



**ARKANSAS** — Two convicted murderers were recaptured this month after escaping from the Correction Department's Cummins Unit in Grady. Robert Williford, 26, and Denver Mitchell, 24, were arrested one day after breaking a window in their barracks and fleeing.

Col. Tommy Goodwin, who is retiring as head of the State Police, was re-

placed this month by Highway Police Chief John Bailey. Among the immediate concerns that will face Bailey is a possible suit by black state troopers over promotional policies.

**FLORIDA** — Some 145,384 marijuana plants were eradicated during 1993 by law enforcement agencies, according to a report released in April by the Florida Department of Law Enforcement. The street value of the plants was estimated at more than \$145 million, and is said to be enough to provide 10 cigarettes for every man, woman and child in the state. More sophisticated growing techniques, stated the report, are resulting in a higher grade drug with nearly three times the level of THC.

Lazaro Martinez, 33, was sentenced to death last month for the murder of his two bosses at Alamo Rent-a-Car in Miami in 1991. Martinez, who stalked Ciro Sigler, 31, and Chester Scheel, 49, through the company's offices, murdered the two with a shotgun and a revolver only hours after being fired.

The state's nearly 1 million cellular phone users have been enlisted in fighting crime on the highway, as part of a program that has won kudos from law enforcement agencies, politicians and civil liberties groups. Launched last month with the help of Florida's 10 cellular phone companies, the "Dial \*FHP" program allows motorists to place a free call to the Highway Patrol. Callers are automatically connected to a dispatcher who asks for a description of the offending car and license-plate number. Highway Patrol officials said it will be up to the discretion of the caller whether or not to follow a drunk or reckless driver.

Gang membership in Jacksonville has jumped from about 300 in 1991 to 875 at present, officials said this month, blaming the increase on the lure of money. Some 1,200 in their early teens are associated with gangs, but are not full-fledged members.

**GEORGIA** — A 37-year-old woman from Stamford, Conn., Patricia Covella, was sentenced in Marietta this month to 12 years in prison and 8 years of probation for holding down her 13-year-old daughter while her boyfriend performed oral sex on the girl.

**MISSISSIPPI** — The state school system has been given three years to comply with a mandate to offer students in grades 10 through 12 a course on how to be good parents. Approximately \$1 million was budgeted so that one-third of the 149-school system could offer the course next year.

**TENNESSEE** — A Chattanooga man arrested by the FBI last month for the robbery of a Maryville bank admitted to having robbed 10 other banks in Chattanooga, Georgia and Alabama over a four-year period. Rick Louis Ross, 39, was captured after a lengthy pursuit while fleeing the Maryville robbery, when he crashed into a Loudon County Sheriff's Department car.

A Memphis teacher was robbed at gunpoint in a classroom at Whitehaven High School this month by two boys, ages 12 and 13. The two youngsters, neither of whom attended the school, stole nearly \$4,000 that had been collected to finance student activities.

## Midwest



**ILLINOIS** — Serial killer John Wayne Gacy, who has avoided execution for 17 years, was finally put to death May 10 after a last-ditch appeal was rejected by the U.S. Supreme Court. Gacy was executed by lethal injection at the Statesville Correctional Center. His brain will be studied for any sign of genetic or biochemical abnormalities that may be present in serial killers and other violent criminals.

**MICHIGAN** — A bill that would allow for the chemical castration of two-time rapists was approved this month by the House. The measure would give judges the authority to make rapists take a drug to reduce the sex drive.

**OHIO** — Five inmates were indicted last month by a Portsmouth grand jury on charges of kidnapping and assault in connection with last year's riot at the maximum-security prison in Lucasville. One guard and nine inmates were killed during the 11-day siege.

University of Toledo officials have promised to add more police protection after one male and three female students said they had been raped and beaten by two armed men within a 28-hour period. Two men were charged in the women's rapes.

**WEST VIRGINIA** — About 1,000 doors that which were to be used at a penitentiary due to open in July in Mount Olive were rejected as faulty last month by a state panel. Floors at a regional jail in Moundsville were also rejected by the panel.

A Huntington woman was sentenced to 100 days in jail this month because her 8-year-old daughter had 59 unexcused absences from school. Eva Wilkenson said that she could not make her daughter go to school if the child said she was sick. Wilkenson's 14-year-old daughter Katherine was taken into custody by the state as well, for missing too much school.



**KANSAS** — Two guns turned in to a Lawrence social service agency were torched this month as part of National Suicide Awareness Week.

The Kansas Law Enforcement Training Center in Hutchinson played host this month to a four-member delegation of Russian police officials. The officials had previously hosted seven Kansas law enforcement officials and Larry Welch, director of the Training Center, in August 1993. Welch said the exchange program was requested by Gov. Joan Finney, who met with Russian police officials on a 1992 trip to St. Petersburg. The Russian officials will attend the Joint Kansas Law Enforcement Conference and will tour prison, jail, law enforcement and communication facilities in Hutchinson, Salina and Wichita during a six-day stay.



# Around the Nation

**MONTANA** — A report released this month by the state bar association found that female lawyers are often blocked from jobs with some law firms and are paid less than male counterparts at other firms.

A 10-year-old Butte boy who was accused last month of fatally shooting a classmate is said to have acted out over taunting he received because his mother has AIDS.

To the musical accompaniment of "Jailhouse Rock," played by the St. Regis High School band, construction began last month on a new \$1.6-million law enforcement complex in Superior. The facility, which will include a justice court and dispatch center, is said to be the first major public structure to be built in Mineral County since 1920. The facility should be completed by Jan. 1, officials said.

**WYOMING** — A new law that goes into effect in 1995 will require all persons convicted of child sexual abuse to register with county sheriffs wherever they live in the state. In addition, they will have to be fingerprinted and photographed.



**ARIZONA** — Gov. Fife Symington has been asked by Phoenix Mayor Thelma Williams to send in the National Guard to help stem a murder rate that is claiming an average of four lives a day.

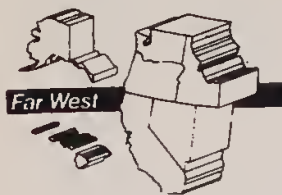
**COLORADO** — A rally celebrating the Denver DARE program was held this month in Civic Central Park, to the delight of thousands of fifth- and sixth-graders. Although the six-year-old DARE program has been criticized for its "snitching" aspect, the program was widely applauded by parents and children who attended the rally. "The program gives kids something to look up to," said the father of one 10-year-old.

**OKLAHOMA** — State lawmakers are considering a truth-in-sentencing bill which, while ensuring that criminals serve most of their time, could also mean more prison overcrowding. The state's prison population is projected to grow from the current 13,000 to 24,002 by 2001.

**TEXAS** — A proposal in Fort Worth to hire six gang members to play an active community relations role in trying to reduce gang-related murders has provoked an angry outcry from the public, despite strong support for the idea from Police Chief Thomas Windham and Mayor Kay Granger. The gang members, who would be paid \$10,000 a year, have not yet been chosen. Windham said that while the program may not seem feasible to everyone, the city is willing to try just about anything to stop gang-related violence.

Jose Rivera, a 31-year-old Brownsville man, was sentenced to death this month for sexually molesting and strangling a 3-year-old to death with the elastic from his underwear.

Despite a growing Asian population in Houston, the city's Police Department has retained only 59 Asians on the force for 19 years. Officials say one reason is because Asian parents steer their children away from careers in law enforcement.



**ALASKA** — Gov. Walter Hickel is expected to sign a bill that would allow state residents to carry concealed handguns, as well as another measure that would create a crime of conspiracy, to be used against drug dealers.

**CALIFORNIA** — Former Los Angeles Police Chief Daryl F. Gates was dismissed this month as a defendant in Rodney King's civil lawsuit along with four bystander officers. Federal District Court Judge John G. Davies said he found no evidence of causation on Gates's part in the beating of King by police in 1991, although he did note poor management and supervision by the former chief. The other officers, said Davies, played too minor a role in the incident.

Karl Hettinger, 59, the Los Angeles police officer who survived the "Onion Field" ordeal, died in Bakersfield this month after having been ill for several months. Hettinger and his partner, Officer Ian Campbell, were kidnapped in March 1963 and driven to an onion field 30 miles from Bakersfield. Hettinger escaped after his partner was shot to death. Hettinger, depressed by Campbell's murder, left the department after being caught shoplifting. After serving as an assistant to a Kern County supervisor, he won the post himself in 1987.

## Help is on the way: DC looks to future with bigger, better homicide squad

The Washington, D.C., Metropolitan Police Department has launched an ambitious overhaul of its beleaguered homicide squad, including a mandatory two-week training course for all new personnel, who will be required to pass a written exam and an additional three weeks of training before they are formally assigned to the unit.

The program is a unique effort to decrease the caseloads of D.C. homicide investigators, who are among the most overworked in the nation. The department also wants to improve its clearance rate, which has fallen sharply as the murder rate in the nation's capital exploded in the late 1980's, giving it one of the highest highest rates of any major U.S. city.

As part of the new program, 36 police officers and two FBI agents last month began attending classes taught by veteran detectives and forensic scientists. The prospective homicide investigators were chosen from a total of 219 applicants from throughout the 4,500-officer agency, and were carefully screened by three-member panels of senior homicide investigators before they were admitted into the program. All have served as investigators, either

Albany Police Officer Sean Caution was bruised through his bullet-proof vest this month when he was shot with a .38-caliber revolver while on patrol at the Golden Gate Fields racetrack. Police have no suspects.

Two volunteer reserve firefighters are under investigation for possibly starting the Malibu wildfire that destroyed 300 homes and killed three people last year. Steven Shelp, 29, is a rookie Los Angeles firefighter, and Nicholas Durepo, 24, is a reservist with the Manhattan Beach Fire Department. Both are on administrative leave.

**IDAHO** — State school and health officials launched a Federally funded program this month to prevent child abuse. The program will involve seven elementary schools.

**WASHINGTON** — The lawyer for Mitchell Rupe, a 400-pound man on death row in Seattle, is protesting his client's impending death by hanging, saying that that method of execution would likely decapitate him. Rupe was sentenced to die for the 1981 murder of two bank tellers during a robbery. Rupe's lawyer said hanging would be tantamount to bodily mutilation, which he said is an unacceptable form of punishment.

A 29-year-old man convicted in Seattle of second-degree robbery this month will be sent to prison for life under the state's new "three strikes, you're out" law. If not for the new law, Paul Rivers would have faced four years in prison for stealing a bag containing \$337 from an espresso-stand operator.

Terrance Hall, 57, was sentenced to 13 years in prison this month for the killing last November of 21-year-old Steven Burgess. Hall became angry and shot Burgess to death after Burgess could not shut off the burglar alarm in a car he had rented.

in police districts handling assaults, robberies and burglaries, or in the plainclothes narcotics unit. None has less than four years with the department, and one is a 23-year veteran.

"We all agreed on the fact we need some good, hard-working people to come in here and help us," said Det Dwayne Stanton, who helped choose those who made the final cut. "We know what we need — people who can communicate on the street."

Police officials believe that the absence of a formal mechanism to admit new investigators into the homicide squad led to its being staffed with unqualified people and allowed cynicism to flourish. With the new procedure, however, even former homicide detectives who want to return to the unit will be required to undergo the screening process, said Cmdr William Hennessy, who developed the program after being appointed to head the unit last October.

The student investigators are taking classes on interview techniques, notification of victims' families, and the psychology of grief. They will also learn how to identify the various wounds suffered by murder victims, such as blunt-force trauma, gunshots, drown-

## Prelim UCR offers mixed bag of news

### Serious crime dips again — but not murder; public fear unabated

Serious crime reported to the police dropped by 3 percent last year, continuing a trend that began in 1992, when overall crime also fell 3 percent.

The FBI's preliminary statistics for 1993 were released on May 1, just days before a new survey indicating that crime continues to be a major concern of the American public, and only two weeks prior to a Justice Department report that showed a double-digit increase in the number of violent crimes committed with handguns from 1991 to 1992. In addition, criminal justice experts have lately offered a number of pessimistic predictions that an upward spiral of crime may be just around the corner.

FBI Director Louis J. Freeh said that despite the decline in overall crime reported to the nation's 23,000 law enforcement agencies, the level of violence, particularly the murder rate, remains unacceptable.

"Crime problems are so grave that few Americans will find much comfort in a small reduction in the overall amount of reported crime," he said. "To make matters worse, the number of murders grew larger in 1993, not smaller. The nation must find ways to achieve large crime reductions that are permanent."

#### Near-Record Year for Murder

The nation's homicide total rose by 3 percent last year, according to FBI figures, which estimated that about 24,500 Americans had been slain in 1993. The increase followed a 3.8-percent decline in murders in 1992, when the FBI estimated that 23,760 Americans were murdered. In 1991, a record 24,703 people were victims of homicide.

Despite the jump in murder, the FBI said that other categories of violent and

property crime showed decreases. Forcible rape was down by 4 percent, robbery dropped by 2 percent, and aggravated assaults showed no change.

Among property crimes, burglary and arson each fell by 6 percent, while motor-vehicle thefts declined by 4 percent, and larceny-theft was down by 2 percent.

Crime Index totals fell in all regions of the United States during 1993, the FBI said. Crime was down 5 percent in the Northeast, 3 percent in the Midwest, and 2 percent in the South and West. The greatest decline — 5 percent — was recorded in cities with populations of over 1 million. Decreases of 3 percent and 2 percent were reported by rural and suburban-county law enforcement agencies, respectively.

#### Local Closures

Statistics from local jurisdictions compiled by IEN over the last several weeks appear to support the FBI's findings. In Washington state, the homicide rate was up by 4.2 percent last year, with 271 in 1993 compared to 260 in 1992, but violent crime overall was down by 2.6 percent last year, according to the Washington Association of Sheriffs and Police Chiefs. Homicide was the only violent crime category to show an increase, the association added, while property crimes declined by 3.1 percent.

Richmond, Va., where the homicide rate was the nation's fourth highest last year, dropped to sixth worst in 1993. The FBI said Richmond had 112 murders in 1993, compared to 117 the year before. Increases were reported in robberies, burglaries, aggravated assaults and arsons. But, in line with the FBI figures, Richmond showed a decline in the number of rapes, burglaries, larceny.

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The program grew from a 15-page proposal drawn up by Hennessy to revamp the unit, and was approved by Police Chief Fred Thomas and Inspector William O. Ritchie Jr., who heads the criminal investigations division.

While drafting the proposal, Hennessy researched the caseloads of detectives working in other U.S. cities with high homicide rates and found that most handled about seven cases a year. District homicide detectives average 15-20 cases a year, although no firm number can be established because most investigators work in teams of two and assume responsibility for their partners' caseloads, raising the total to about 30 a year.

Hennessy said he hopes to bring that number down to seven a year once the influx of personnel is completed. He will assign teams to six of the city's seven police districts, excluding the Georgetown and upper Northwest section of Washington, which has the city's lowest homicide rate.

The investigators are being schooled in the theory that many of the killings in a community involve the same suspects and witnesses. To that end, they will be

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## Good news

The news director of a Washington, D.C., television station that produces true-life portrayals of police work without the sensationalism and negative stereotypes too often found in police reporting has been hailed for his work by one of the country's leading police unions.

Gary C. Wordlaw, of WJLA-TV, an ABC affiliate, was named as the first recipient of the newly instituted Quill & Badge Award for Excellence in Journalism, presented by the International Union of Police Associations, AFL-CIO.

Wordlaw, who will receive the honor at IUPA's annual reception in Washington on May 21, was singled out for his series, "Good Cops," an ongoing series of profiles that run weekly on the station's 11 P.M. newscast.

In an interview with LEN, Wordlaw, 42, said he came up with the idea for the series, which he describes as a "labor of love," because he wanted to move away from the negative portrayals of local police officers that is common in police news coverage.

"It seemed to me that everything we report or that I read is negative about police officers," he said. "That began to bother me a bit because all cops aren't bad cops. I wanted to be able to create something that would say to kids and adults that every cop out there on the beat is not a cop on the take."

In a departure from the standard practice, no reporters appear in the segments. Instead, Wordlaw assigns a cameraman to record officers as they go about their daily routines, letting the work of the officers tell the story.

"They can say whatever they want. I don't need anybody else to say what they do; let them say what they do," said Wordlaw, who has been with WJLA-TV for four years.

To assure the widest possible audience for the segments, Wordlaw airs them on the Tuesday night newscast that follows the hit ABC-TV series, "NYPD Blue," which has won accolades for its gritty, sometimes controversial portrayal of New York police detectives. "We spotlight the work of a particular police officer — male, female, black, white, green, blue — I don't care," he said.

The 10 or 11 officers profiled so far were recommended to Wordlaw by their departments. "I call the public information offices of the various police agencies and ask them to find us a cop who exemplifies the best of what they're all about," he said.

The segments, which are two to three minutes in length, are shot in a "new, hip" MTV-like style, said Wordlaw. "We put a wireless mike on them and we let them talk about what they do — or they just go through their day. Then we select clips that represent what they do."

"The public reaction really has been tremendous," he added. "We've gotten a lot of positive comments and thanks from citizens."

Wordlaw said he was "stunned" to learn he was the recipient of the first Quill & Badge Award, which will be given annually to journalists who have written or produced stories for the general public that provide an accurate picture of the men and women of law enforcement. "We didn't go into this to win awards," he said. "But to have the police themselves recognize that this means something to them is its own reward."

"What impressed me with the 'Good Cops' series is that it doesn't get into the shoot-'em-up mode," said Rich Roberts, a spokesman for the IUPA. "It's really cops out there working in their communities, dealing with the people in their communities."

## They're the tops

A five-time police chief who is now a professor at New York City's John Jay College of Criminal Justice and a former prosecutor who now heads one of the nation's largest commuter-railroad police departments were the recipients of the Police Executive Research Forum's highest annual awards earlier this month.

Daniel P. Guido, an associate professor at John Jay College who has served as police commissioner in Nassau County, N.Y.; Yonkers, N.Y.; Westchester County, N.Y.; Suffolk County, N.Y., and as police chief in Stamford, Conn., received PERF's 1994 National Leadership Award at its annual meeting in Orlando, Fla., on May 5. The award, presented annually to an

## Other shoe drops in Memphis

### Mayor unceremoniously boots top police execs

Abruptly and without elaboration, Memphis, Tenn., Mayor W.W. Herenton on May 12 fired Police Director Melvin T. Burgess and Deputy Director Eddie Adair, citing "philosophical differences" between himself and the Police Department's top commanders.

Herenton announced the terminations, which he said were effective immediately, at a brief news conference at City Hall, during which he appointed Deputy Chief of Investigations Walter J. Winfrey, a 25-year veteran of the agency, to succeed Burgess until a permanent replacement is found.

Herenton said the firings were the result of an "accumulation" of disappointments he has had with the Burgess since he took office two years ago and appointed the 33-year veteran to lead the department. "It wasn't sudden," he said.

Herenton's spokeswoman, Carey Hoffman, told LEN that the Mayor has refused to disclose specifics behind his personnel actions, but she described the move as part of an effort to "disband the 'good ol' boy network' and cronyism that has crept into the 1,371-officer agency."

"It's not a racial issue," she maintained, noting that all of the principals in the affair are black. "It's a right-wrong issue. He's trying to dissolve what is almost a fraternity in the Police Department, where it's 'I'll take care of you, you'll take care of me'.... But there were no specific incidents."

Burgess, 55, said he was as perplexed about his firing as anyone. "I wouldn't comment," he told The Memphis Commercial Appeal. "I wouldn't know. The only indications I got was what I saw on the 5 o'clock news."

Adair, who has been with the Police Department since 1967, was not even in town when he was fired. He was in Seattle, attending a U.S. Justice Department conference.

Burgess agreed to resign and reportedly showed no rancor over his termination. "I've been blessed with 33 years on the Police Department," he said. "I feel good about that. I don't know why he said it.... I'm very proud of the things we accomplished."

It was not the first time Burgess's feet had been held to the fire. In 1987, he was demoted from chief inspector by then-Mayor Dick Hackett, but he chose to stay on the force.

The firings came at a time when Burgess and Adair had undertaken a departmental reorganization and the implementation of a community-policing program. The detective bureau had been reorganized, with precinct-based investigative units abolished and replaced by specialized squads operating out of police headquarters.

In addition, precinct commanders have been empowered to become more involved in solving community problems on their own, and uniformed officers and police service technicians have been shifted to precincts to help with the task. And just days before the announcement, the department had re-

ceived word that it had been awarded a \$1.5-million community-policing grant from the Justice Department.

The firings also occurred against the backdrop of an internal investigation stemming from an April 8 confrontation between uniformed officers and two undercover officers. The plainclothes officers, C.A. Cox and J.E. Mack, were intercepted as they sped down Poplar St., the city's main thoroughfare. Subsequently, Lieut. Mike Wagner sprayed pepper gas at Cox and Mack as they sat in their car in the parking lot of a fast-food restaurant.

Wagner was suspended, then fired May 9. Two days later, the lieutenant, whose suspension sparked protests from supporters, was reinstated to suspended duty with pay, pending a hearing with Adair.

Several City Council members interviewed by The Commercial Appeal said Burgess's firing may have been triggered by charges that he had mishandled the pepper spray incident. They said they based their speculations on anonymous phone calls they received from officers who claimed to have been present at the scene of the incident. But Hoffman told LEN, "That was just one of many events."

At least one observer, Memphis Police Association president Ray Maples, was not sorry to see Burgess go. "He was one of the worst we ever had," he told The Commercial Appeal, then quickly added: "No, the worst, as far as I know of."

individual who has made outstanding contributions to law enforcement, recognizes innovators whose vision and efforts serve as models for those interested in improving police service.

The award was presented by Yonkers, N.Y., Police Commissioner Robert Olson to John Jay College president Gerald W. Lynch, who accepted the honor on Guido's behalf. "Dan's selection as the 1994 PERF Leadership Award winner is a tribute to

his many lifetime accomplishments," Olson said. "He is one of modern law enforcement's pioneers, and his over 40-year career has made him one of the most influential and respected individuals in the field of policing."

Guido's career is exemplified by his adoption of a community-policing approach that emphasizes decentralization and accountability. He began his law enforcement career with the Nassau County agency, where he served 24 years, culminating in his selection as commissioner in 1976. He later took his innovative ideas to the Yonkers, N.Y., Police Department.

In 1984, Guido was appointed director of the New York State Bureau of Municipal Police, which provides training and technical assistance for the state's 600 police agencies.

PERF's executive director, Chuck Wexler, said of Guido: "Dan has served as a guiding light for positive change in policing, and his clear commitment to the field makes him a worthy example of all of those in policing."

Dean M. Esserman, who since last year has been chief of New York's Metro-North Railroad Police Department, received the Gary P. Hayes

Memorial Award, which recognizes outstanding initiatives to improve the quality of police services. The award is named after the founding executive director of PERF, who died in 1985.

"It is fitting that the Gary P. Hayes Memorial Award honors Dean Esserman as a police practitioner who demonstrates a sophisticated understanding of the role of police in our society; who has vision and strong commitment; who is imaginative, open and willing to speak out on important matters; and who enlists others in carrying out his commitment," said PERF's president, New York City Police Commissioner William F. Bratton.

A graduate of New York Law School, Esserman was an assistant district attorney in Brooklyn, N.Y., until 1987, when he became general counsel for the New York City Transit Police. He helped develop new anti-crime strategies for the agency, as well as handling its legal affairs. New Haven, Conn., Police Chief Nicholas Pastore subsequently tapped Esserman to serve as his assistant chief, and he played an integral role in the creation of the Yale Child Study Center and the Police Department's drug-gang task force.



Daniel P. Guido  
Hailed as "a modern pioneer"

## Law Enforcement News

Founded 1975.

A publication of

John Jay College of Criminal Justice, City University of New York.  
Gerald W. Lynch, President

Marie Simonetti Rosen  
Publisher

Peter C. Dodenhoff  
Editor/Associate Publisher

Jacob R. Clark  
Staff Writer

Mary Mele  
Subscriptions

Contributing Writers: Ordway P. Burden. Field Correspondents: Kenneth Bovasso, Hugh J.B. Cassidy, Jack Dowling, Tom Gitchell, T. L. Tyler, Ron Van Raulte

Law Enforcement News is © 1994 and published twice monthly (once monthly during July and August) by LEN Inc. and John Jay College of Criminal Justice, 899 Tenth Avenue, New York, NY 10019. Telephone (212) 237-8442. Fax (212) 237-8486. Subscription rates: \$18 per year (22 issues). Advertising rates available on request. Requests for permission to reprint any portion of Law Enforcement News should be addressed to Marie Simonetti Rosen, Publisher. ISSN 0364-1724. Law Enforcement News is available in microform from University Microfilms Inc., 300 North Zeeb Road, Dept. P.R., Ann Arbor, MI 48106.

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# Chief charges a cover-up, then pays with his job

Jackson, Miss., Police Chief Jimmy L. Wilson was fired on May 2, just days after he had asked the U.S. Justice Department to investigate allegations of rape, civil-rights violations, corruption and an FBI cover-up at a local juvenile jail.

Wilson said he was fired without warning, getting the news in a letter of termination from Mayor Kane Ditto during a meeting of Police Department staff. Three days earlier, Ditto denied reports that he had asked the Police Chief to quit, although Wilson maintained he had received such a request from the Mayor.

"It has become painfully clear to me that there must be a change at the top of the Police Department in order for that department to do an adequate job," said Ditto, who added he would be running the 346-officer agency until Wilson's replacement is appointed. Recently, the Mayor opened an office for himself at police headquarters to "improve communications."

Wilson, a 26-year veteran of the Washington, D.C., Metropolitan Police Department who was brought to Jackson by Ditto in February 1992 to fulfill a campaign pledge to hire a black chief, told New York Newsday he believed he was fired because of corruption allegations that involved a number of the city's "power people."

Wilson said his fall from power was linked directly to his efforts to investigate accusations of rape and corruption leveled against guards by inmates at the Jackson-Hinds Youth Court and Detention Center. In November 1992, a 15-year-old prisoner said she had been raped by a

guard there; three other juvenile female prisoners came forward to disclose that they too had been raped by four different male guards.

What appeared to be an open-and-shut case has since ballooned to include allegations of theft, corruption, drug-dealing and illicit sex with underage male and female inmates. And Wilson has charged that the FBI shirked its duty to investigate the case for over nine months, claiming lack of jurisdiction, and when it did begin work on the case, never interviewed the jailhouse victims. The Justice Department launched a civil-rights investigation last fall and dispatched FBI agents to gather evidence. Since then, a Justice Department source has told New York Newsday that the case was as much "hyperbole" as fact.

The matter dates to October 1992, when Wilson issued a letter of reprimand to Frank Bluntson, then the director of the juvenile facility, after allegations that Bluntson had sexually harassed a female guard and had failed to follow police procedures.

On Nov. 4, Bluntson, a prominent black citizen and close friend of Jackson's movers and shakers, including District Attorney Ed Peters, was transferred out of the jail on Wilson's orders. Wilson replaced him with Det. Edna Drake, who began to hear stories about guards demanding sex for extra privileges.

One guard, Tyrone Williams, was granted immunity in return for a confession and statement that implicated other guards in wrongdoing, including extorting cash for inmates' families. Police arrested three other guards, and uncovered evidence that thousands of dollars worth of property belonging to

inmates was missing.

Peters told police he didn't believe Bluntson was engaged in misconduct and refused to present a case to the grand jury. Bluntson quit his post on Nov. 19, then was appointed to serve the District Attorney as a confidential investigator.

Wilson asked the FBI to enter the case in a Dec. 7, 1992, letter to Joseph Jackson, who was then the special agent in charge of the state's FBI field office, but Jackson refused, citing a lack of specifics about the allegations. In a Jan. 5, 1993, letter to Jackson, Wilson outlined the charges swirling around the jail, which included allegations that guards used their authority to have sex with underage inmates in the facility as well as after they were released; that they took bribes, that jail employees stole money from inmates, and that guards supplied drugs to detainees. A few days later, Wilson again wrote to Jackson about an attempt to bribe a city official. Once again, Wilson maintains, Jackson refused to investigate.

Several months of haggling the FBI for assistance came to no avail, Wilson said. He decided to pull the Police Department from a joint anti-drug task force. Jackson replied with a terse letter saying in part that the Police Chief's action was motivated by "a personal animus" toward Jackson "because you have not been successful in obtaining Federal intervention" to investigate the charges against jail employees.

Jackson criticized Wilson in an interview with the Jackson Clarion Ledger on July 22, saying that Wilson had long threatened to pull his officers from the unit unless he got help with the probe of the jail. "I never thought he would do

that," he said. "To me, it is not to the betterment of the community."

Local law enforcement observers said they could not recall an FBI official ever going public with details of a jurisdictional dispute.

Meanwhile, Wilson's rift with city officials began to widen. The District Attorney's office refused to discuss the jail guard case with police and, on May 24, dropped charges against a female jail employee — accused of stealing inmates' belongings — for lack of evidence. The action was taken without notifying police, who learned about it in July while reviewing paperwork in an unrelated case.

Wilson was in Washington meeting with top FBI and Justice Department officials about the jail allegations when Special Agent Jackson's comments appeared in The Clarion Ledger. The following day, District Attorney Peters issued a statement to the newspaper saying, "We have no working relationship" with the Police Chief.

Jackson sent Wilson a letter offering assistance with police drug investigations, and the two met Aug. 2 to patch up their differences. Later that month, FBI officials in Washington ordered Jackson to begin investigating the allegations against jail workers. Wilson sent Jackson a memo outlining the Police Department's investigation, along with hundreds of documents.

The memo also contained an allegation that Frank Melton, a prominent black citizen who owned a local television station, WLBT-TV, and who was known for his work with young gang members and juvenile delinquents, had sexually molested "young boys" placed in his custody. It added that the police file containing the initial allega-

tion was missing and that detectives based the charge on their recollections of the incident.

In early September, Jackson announced he was retiring from his FBI post to work for Melton as chief operating officer of the TV station. Jackson said he never saw the police report and made his decision to retire before it was sent. He told Newsday there was no conflict of interest in taking a job with Melton because he had investigated similar allegations and found them to be untrue.

Melton told New York Newsday that he was aware of allegations he had molested a teen-ager, but denied the claim. He said he had struck the youth when he confronted him on a "drug corner." Later, the boy "came to my house one night so drunk that we had to put him in the shower.... I mean, that's something we did just to try and sober him up. Now if that's abusing him, I plead guilty."

With his firing, the former Police Chief feels the charges about the jail will never be adequately investigated. "Now that I'm out of the way, the investigation goes nowhere," said Wilson, who added that Ditto himself was not one of the "power people" linked to the allegations.

State charges against the trio of guards are pending. John Kunds, an FBI spokesman, told Newsday that agents did pursue the civil-rights case Jackson had been ordered to conduct. The completed investigation was forwarded to the Justice Department, he said.

"The FBI was not remiss in not following [up]," said Kunds. "FBI investigations are not personality-driven."

## For want of a single vote:

# NYS Legislature says 'no' to DNA data base

By the slimmest of margins, the New York State Legislature has once again failed to approve a bill that would require DNA testing of sex offenders and murderers.

In a 57-56 vote on May 3, the Democratic majority in the Assembly defeated a motion by Republican Assemblyman James King to discharge the measure from committee, where it has languished all year. A similar bill supported by Gov. Mario Cuomo has been passed twice by the Republican-controlled Senate.

The defeat means that New York continues to lag behind the 23 states that have approved or already developed similar programs to gather and store samples of deoxyribonucleic acid, which carries genetic information that is unique to each human being and is present in blood, semen, hair and other living tissue.

The opposing sides are expected to begin hammering out a compromise once the overdue state budget is approved, said Commissioner Richard Girgenti of the state's Division of Criminal Justice Services, who has led the fight for the Republican-approved version of the bill.

Supporters of the measure, which would establish a DNA testing program and data bank that would be used to test for possible links between convicted criminals and unsolved crimes,

expressed hope that the program can still become a reality this year.

The Republican bill calls on samples to be obtained from inmates as they are processed into the correctional system, but Democrats in the Assembly have opposed that provision on the grounds that it is unconstitutional to test inmates before they are paroled. The Assembly also wants the DNA data base to be regulated by the Health Department, a proposal that Girgenti adamantly opposes.

"We think that's a mistake," Girgenti said in an interview with LEN. "All of the regulation on DNA throughout the country, including on the national level, is done by criminal justice or law enforcement agencies."

Ultimately, state DNA data banks will be linked through the Combined DNA Index System (CODIS) now being developed by the FBI, Girgenti noted. "One of our concerns is that this technology has to be compatible, and since the states have to share information that would be highly confidential for investigative and law enforcement purposes, it makes sense to keep the regulations in the criminal justice system."

Girgenti added that he and Governor Cuomo have sought compromise on the issue by proposing the establishment of an advisory board composed of experts from a variety of disciplines, including medicine and law enforce-

ment. He added that this year's operations budget provides for the creation of an Office of Forensic Services under the umbrella of DCJS.

"DCJS will have the responsibility of accrediting state forensic labs, as well as the different practices and procedures of those labs," he said. "This is one of those applications that would most appropriately fit in that environment."

Girgenti added that samples need to

be taken upon conviction so that they can be matched to "genetic fingerprints" already on file or those gathered at the scenes of unsolved crimes. "If someone serves five or eight years on a sex offense, and they had committed dozens of others, we would never know because the statute of limitations would have run out by the time they're released," he said.

The nation's first DNA testing and indexing program, which was approved

in Virginia in 1989, has withstood constitutional challenges thus far, Girgenti noted. The U.S. Court of Appeals for the Fourth Circuit held that taking DNA samples from state felons upon conviction was not a constitutional violation.

"With the person's loss of liberty upon arrest comes the loss of at least some, if not all, rights to personal privacy otherwise protected by the Fourth

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## Ex-Ohio sheriff sees bipartisan panel as answer to firearms policy muddle

An Ohio Congressman who says the gun control issue "has divided Congress and the American people" long enough proposed legislation this month that would create a National Commission on Firearms Policy, which would include members from law enforcement and gun-rights groups.

Representative James A. Traficant Jr., who was sheriff of Mahoning County from 1981 to 1985, proposed the creation of a 39-member commission in legislation he introduced May 12. The commission would include the U.S. Attorney General, five members each from the House of Representatives and the Senate; three U.S. Supreme Court justices; five private citi-

zens appointed by the President; five others appointed by the House; five more appointed by the Senate; five members of gun-rights advocacy groups like the National Rifle Association; and five members of law enforcement organizations.

The commission would be given six months to formulate and submit its recommendations to the President and Congress. Members would be unpaid, although their travel expenses would be covered. The commission would be permitted to hire staff, as well as draw staffers from other Federal agencies.

Traficant, a Democrat who said he owns several guns, including an assault rifle, said he has always supported the

right to bear arms. Nonetheless, he said, the divisive issue of gun control has distracted Congress and the American people, and requires a "middle ground" that might best be reached by the kind of commission he has proposed.

"For the past 10 years, Congress has been caught in the middle of a tug of war between law enforcement and the NRA," said Traficant. "As a result, Congress has been unable to forge a real consensus on how to address violent crime and firearms policy. The goal of the commission is to forge a consensus on these issues and present to Congress a list of legislative initiatives that can be adopted with bipartisan support."



# Taking 120 megabytes out of crime

Washington State Patrol cars conquer communication problems with high-tech gear

Washington State Patrol officers are having an easier time communicating with each other, conducting vehicle and criminal checks and performing routine paperwork, thanks to the award-winning Mobile Computer Network that is in the process of being installed in about 270 cruisers assigned to the western part of the state.

Currently, 10 cars have been outfitted with satellite units that allow communications in the rough terrain around the 72 mountain-top sites operated by the agency, while 10 others have UHF communication systems that allow officers to bypass overloaded VHF radio frequencies over which they previously communicated, according to Capt. Bob Leichner, the commander of the patrol's Crime Lab Division.

Other equipment being loaded into the cruisers includes a 486 notebook computer with a 120-megabyte hard disk drive, a two-way radio and modem. The notebook, which includes DOS, Windows and WordPerfect programs, allows an officer to send and receive electronic mail and is linked with both state and national crime information networks so that queries about vehicles or suspects can be made quickly. The total cost of equipping each vehicle is about \$2,500, Leichner

said, adding that the system can easily be removed and reinstalled when old vehicles are taken out of service.

Leichner added that the patrol is developing "an articulated docking bay" for the notebook computer so that it can be detached from the car and used outside with a battery pack. The notebook's capabilities will be soon be expanded so that much of an officer's paperwork can be processed on the computer, Leichner added.

The MCN, which began as a pilot project in March 1992, is replacing an antiquated voice-radio system that has made communication between officers extremely difficult because of high traffic on the limited number of VHF frequencies available to the State Patrol.

"Because of the nature of traffic congestion on the Interstate and state highway system in the Puget Sound area — and especially during peak traffic hours — officers were limited to emergency-only radio traffic," Leichner explained. "They did not have any other communication device in the car, so routine queries about vehicles, drivers and weapons would wait for two to three hours until peak traffic problems were over."

State Patrol planners decided to "expand to the future," Leichner said,

by bringing high-tech communications capabilities to the agency. Douglas J. Wyman, an information systems specialist for the State Patrol, designed a connection-less file-passing network that allows troopers to forward information requests to main-frame computers maintained by the agency, which then relay the information back to the officers over the UHF frequency.

The "open" system obviates the need for the agency to contract with a vendor since it was developed in-house, saving the agency money, Leichner told LEN. Wyman "wrote the software for both satellite and UHF communications and we own the software. This will allow us to make changes quickly and inexpensively," he said.

The 10 cruisers equipped with satellite dishes — which are mounted on the roofs of the vehicles and are about "as large as a squashed basketball," Leichner said — have limited frequencies, but do allow officers to transmit from remote areas.

"We've identified several things that need to be improved for law-enforcement satellite communications, and that is the speed at which they transmit," he noted. "Line officers run a substantial amount of queries, and we need a faster through-put system from the car out to

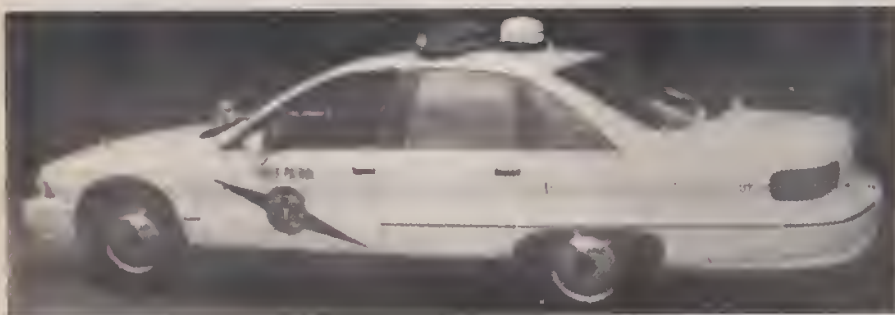
the data base and back. Our return time is about 3 or 4 minutes. They would like it down to less than a minute."

In contrast, the UHF system can run a query through to state and National Crime Information Center networks within 30 or 45 seconds, Leichner added.

The agency is currently in the first phase of the \$13-million project, during which the 270 vehicles assigned to the Puget Sound area will be equipped with the UHF-based computer/communications system. The second phase, which the agency will ask the Legislature to fund when it convenes in January, will allow for the installation of the system in the remaining 300 vehicles assigned in western Washington. The agency expects to install the system in the rest of the fleet — about 250 vehicles — by 1998, said Leichner.

The MCN has won numerous accolades in the past year. Last October, the project won law enforcement's highest honor for technical achievement, the Webber Seavey Award, co-sponsored by Motorola and the International Association of Chiefs of Police. It was a finalist for the Innovations in Government award sponsored by the Ford Foundation and Harvard University, and was recognized as one of the "three top innovations in communications" by the International Communications Association last June, said Leichner.

State Patrol planners are not resting on their laurels. They are researching further advances in law enforcement communications systems that are expected to emerge in the next few years, including the integration of cellular-digital packet data into the state communications network, Leichner added.



One of the newest State Patrol cruisers sports a satellite antenna on its roof, for improved communications in mountainous terrain. (Photos: Washington State Patrol)



For high-speed access to state and national crime information data bases, a powerful notebook-sized computer with modem is mounted on a console inside the cruiser.

## A bum steer?

# Ford cruisers tested for lethal defect

Continued from Page 1

braking maneuver and is caused by the engine RPM falling below idle speed for a short time. After the engine returns to idle speed, normal power steering assist is restored."

Ford officials maintain that the problem was corrected in its 1994 models. But Fahy insisted that tests on the 1994 models revealed that the prob-

lem still exists. "I'm convinced there is a problem. I'm hoping NHTSA will act as quickly as it possibly can," he said.

Brock's widow, Diane Walter-Brock, last month filed a lawsuit against Ford in Bergen County Superior Court in Hackensack, seeking unspecified damages against the automaker. The lawsuit, which also names two New Jersey Ford dealerships that sold the

cars to the Paramus Police Department, claims Ford knew about the hazardous condition and did nothing to correct it.

Officials of several police departments with large fleets of Crown Victorias told LEN they had not experienced steering difficulties with the vehicles, although some pointed to other problems. "We have at the present time about 1,400 1992 and 1993 Crown Victorias on the road. We've run them better than 100 million miles and we have had no problems," said Steve Kohler, a spokesman for the California Highway Patrol, one of Ford's biggest Crown Victoria customers.

Kohler added, however, that the agency had received reports of "three power-steering failures. . . All of them occurred in brand-new cars with less than 2,000 miles on them, but they were related to the speed-sensitive system of the power steering. It had nothing to do with emergency maneuvering."

Lieut. Stan Olsen, commander of the Las Vegas Metropolitan Police Department's General Services Bureau, told LEN that a braking problem had prompted the agency to mothball its

fleet of 300 1992 Crown Victorias for about a month two years ago. "What we found was that during quick movements — like left-right-left or right-left-right — or frequent turns during pursuits, we'd lose brakes," he said, adding that Ford sent engineers who successfully corrected the problem.

Suffolk County, N.Y., Police Chief Gerald Marcocci told LEN that the agency first learned of a possible problem with the vehicles in January 1993, "when Ford first came out with their notification. We followed that up with a notification to our own officers to be aware that the problem existed, because at the time Ford said there was nothing you could do mechanically to fix it."

At that time, Marcocci said the Police Department conducted its own tests on the vehicle in an attempt to duplicate the steering characteristic, and did so again following the investigation into Brock's death. "With some effort, they were able to duplicate the situation, and they found through trial and error that there was a way you could steer through it if you maintained a smooth, constant pressure on the steering wheel," he

said. "It didn't completely go out — the power steering kind of faded — but you always had manual steering."

Kohler said that CHP test drivers also were able to duplicate the steering problem. "If we take it out on the emergency operations course we have and really push the envelope, there's a point where the power steering will not give you the full assist you usually would get from it. But it doesn't do it to the point where you could lose control of the vehicle."

Marcocci, who said the Suffolk County PD's 800-vehicle fleet includes about 300 Crown Victorias, added that the agency recently tried to duplicate the steering problem in tests of 1994 models "but found it more difficult" to do so. "Given the fact that none of our officers in 1993 or 1994 ever reported a similar problem, we didn't consider it to be a major issue. So we've gone ahead and approved future purchases of Crown Vics."

[Police agencies that have experienced problems with the Ford Crown Victoria cruiser can contact NHTSA at (800) 424-9393 or (202) 366-2850.]

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# Millions of kids seen facing a high-risk future

The future does not look bright for millions of American children.

That's the disturbing assessment of several recent studies which found that millions of children live in poor, single-parent families who rely on public assistance for economic survival — in conditions that breed illiteracy, illegitimacy and a propensity for violence and criminality — and suffer horrendous physical and emotional abuse.

More than 1 million American children were neglected or abused last year, and more than 1,200 died as a result, according to an estimate made this month by the National Committee to Prevent Child Abuse. The total breaks down to a rate of 15 out of every 1,000 U.S. children — a rate that is virtually unchanged from 1992, according to Deborah Daro, the research director of the Chicago-based group.

About 2.9 million children were named as subjects in reports of possible neglect or abuse nationwide last year, and of these about 34 percent of the cases — or more than 1 million — were substantiated, the report said. Forty-seven percent of the reports involved suspected child neglect, followed by 30 percent for physical abuse; 11 percent for child sexual abuse, and 2 percent for emotional maltreatment, it added.

## Children Under Stress

Another report released last month found that nearly 4 million American children — 84 percent of whom are black and Latino — are growing up in neighborhoods with high rates of poverty, absent fathers, unemployment and welfare dependence, according to the "Kids Count Data Book," an annual report released last month by the Annie E. Casey Foundation, a philanthropy for poor children.

The report, which culled its findings from Census Bureau and other Government data, is said to be the first-ever attempt to quantify the number of children living in stressful environments. It said half of the 4 million children live in impoverished neighborhoods located in six states — California, Illinois, Michigan, New York, Ohio and Texas — but noted that such conditions are prevalent in every state except Idaho.

Heavily rural states in the deep South were said to have the highest percentages of children living in what the researchers termed "severely distressed" neighborhoods.

The study used five indicators to determine whether a neighborhood was troubled: a poverty rate above 28 percent; a rate of single-parent households headed by females of over 40 percent; a high school dropout rate of over 25 percent; more than 40 percent of male residents "unattached to the labor force" and

more than 17 percent of families on public assistance. Neighborhoods with four of the five indicators were rated "severely distressed."

## Neighborhoods Without Choices

"We can no longer be surprised by the terrible outcomes experienced by young people who grow up in environments where drugs, violence, welfare and teen pregnancy are far more prevalent than safe schools, high school diplomas and good jobs," said Douglas W. Nelson, the foundation's executive director. "These neighborhoods offer no real choices. We need to change that."

While the number of children living in harsh economic and social conditions represent only about 6 percent of the nation's 63.8 million children, the report also documented emerging trends that threaten the livelihood of larger groups of kids. Among the findings:

¶ The number of teen-agers who died violently rose by 13 percent from 1985 to 1991, from 62.8 per 100,000 to 71.1 per 100,000. In contrast, the accidental death rate for 15-19-year-olds dropped by 15 percent, while homicides doubled.

¶ The number of juveniles arrested for violent crimes jumped from 305 per 100,000 in 1985 to 457 per 100,000 in 1991 — a 50-percent increase.

¶ The percentage of students who graduate from high school on time fell from 71.6 percent to 68.8 percent during 1985-91.

¶ The poverty rate dipped slightly, declining from 20.8 percent to 20 percent. But one-fourth of all children under the age of 6 live in poverty — over half of them in families headed by women.

¶ One out of every 4 black children lives in a severely distressed neighborhood, as does 1 of every 10 Latino children and 1 out of every 63 white children.

¶ Births to single, teen-age mothers are on the rise in every state except Maryland, New Jersey and New York.

## Breeding Long-Range Problems

The "Kids Count" findings mimic conclusions drawn by a broad, three-year study of American children conducted by the Carnegie Corp. of New York City, which announced the results April 11. The report, "Starting Points: Meeting the Needs of Our Youngest Children," was prepared by a panel of prominent politicians, doctors, educators and business executives, who said that so many millions of children lack medical attention, loving supervision and intellectual stimulation that their development into healthy and responsible adults is threatened.

The report painted a grim picture of millions of U.S. children growing up in broken homes with parents in poverty, high levels of child abuse, poor health care and low-quality child care that actually

could stunt their emotional and intellectual development.

Based on a review of scientific and scholarly data and studies as well as statistical indicators, the report found that:

¶ Nearly 3 million children — and nearly one-fourth of all U.S. infants and toddlers — live in poverty.

¶ Rates of divorce, illegitimate births and single-parent families have soared in the past 30 years. Only 5 percent of all children born in 1960 were to unmarried mothers, but by 1990, that rate had leaped to 28 percent of all births. The number of children under the age of 3 living with a divorced parent also jumped from 7 percent in 1960 to 27 percent in 1990. The number of children under 18 experiencing the divorce of their parents leaped from less than 1 percent in 1960 to almost 50 percent in 1990.

¶ Reports of child abuse are rising, with 1 in every 3 abused children being a baby less than a year old.

¶ More than half of women with children under a year old are working, and many place their children in such substandard child-care that it could prove intellectually and emotionally damaging.

## More Services Urged

The report said the findings were particularly disturbing in view of emerging scientific research indicating that children's experiences in their early years may determine how many brain cells, or neurons, they develop, and how many connections, or synapses, are formed between them. The activation of these synapses allows learning to occur.

Researchers also think that early stress activates hormones that inhibit learning and memory, and increase the chances of children developing emotional and behavioral problems.

The panel recommended that a campaign be waged to discourage out-of-wedlock births and said parenting classes should be offered for mothers and fathers who are still in school. It called on government and business to finance a quality child-care program and to overhaul the health-care system to provide a standard package of immunizations and prenatal care. It also called on expanding the Head Start program to children under the age of 3.

Communities should examine services offered to children with an eye toward consolidating them at a central location, much like the settlement houses of the early 20th century, the report added. It also recommended that the Family Leave and Medical Act be expanded to provide four to six months of unpaid parental leave, with at least partial payment of parents' wages, possibly through joint contributions by government and business. The law should also be extended to all businesses, not just those with more than 50 employees, the report said.

## Fit for duty:

# Three-city fitness challenge is a 'losing' effort

The jokes about cops and doughnuts stop here.

A five-member team of Seattle police officers recently proved that they were "fit" for duty, outscoring teams from the Albuquerque, N.M., and Boston police departments in a 12-week long fitness competition.

The contest, sponsored by Nordic-

Track, a Chaska, Minn., manufacturer of cross-country ski simulators and other exercise equipment, rated the officers' performance based on reductions in body weight, heart rate, waist measurement and body fat percentage.

The results of the Police Fitness Challenge, announced on May 2, showed the Seattle team compiling 786

points in the final test, compared to 677.5 for the Albuquerque Police Department and 616 for the Boston Police Department.

Collectively, members of the Seattle team reduced their resting heart rates by 48 beats, dropped 51.5 pounds, lost 14.25 inches off their waists and reduced body fat by 24.9 percentage points. Members of the Albuquerque team reduced their resting heart rate by 60 beats, lost 29 pounds, reduced their waist measurements by 9.25 inches, and decreased body fat by 19.8 percentage points. The Boston team reduced resting heart rate by 38 beats, lost 61 pounds and 13 inches from their waists and reduced body fat by 11.3 percentage points.

The teams stuck to a nutritious, low-fat diet and regularly exercised on the NordicTrack 900 model, an institutional version of the company's in-home cross-country ski machine. The 900 model uses space-saving skates which slide back and forth on a stationary track, instead of skis featured on the original NordicTrack device. The 900 model also includes a pneumatic elevation adjustment feature that can vary the intensity of the workout.

Seattle Police Officer John Abraham, 47, was clearly the pacesetter on the winning team, losing 33.5 pounds, shaving 7 inches off his waist and trim-



Officer Abraham, before he shed 33 pounds.

ming his body fat by 10 percent. Abraham said he entered the competition initially just to lose 10 or 15 pounds, but far exceeded his own expectations.

"By cutting back on my fat intake and working out 15 minutes, three times a week on NordicTrack, I was able to lose 20 pounds in less than two months — and that's with holidays and a vacation cruise thrown in," he said.

By the end of the contest, Abraham said he increased his workouts to 30 minutes, four or five days a week, allowing him to lose an additional 13 pounds. He credited most of the weight loss to use of the NordicTrack device, which he continues to use.

The company provided cash awards to the participating police agencies, which were then passed along to the charities of their choice. The Seattle department also received a NordicTrack 900 for its in-house fitness facility.

"We're just beginning to recognize the importance of regular exercise for our police officers," said Seattle police Lieut. William Allen, who is the agency's fitness coordinator and who organized the winning team. "The NordicTrack 900 contest sparked what we hope will be a continued interest and effort by the officers to improve their fitness levels."

## Have You Got the Right Stuff?

Being properly equipped means having the best possible tools to do the job — and that includes Law Enforcement News.



The Seattle PD's winning team and their Nordic Track 900 (l.-r.): Officer Donn Mills, Officer John Abraham, Det. Ava Sundstrom, Det. John G. Ballingham, and Det. Sgt. Tony Enders.



*It is an agency far ahead of its time and one for which others should aspire to become. Anyone who says 'it can't be done' should visit Tempe."*

*So said a team of on-site assessors in their recent report recommending that the Tempe Police Department be reaccredited. The assessors were clearly taken by what they called the "corporate culture" of the agency, which is characterized by a striking "level of commitment and knowledge with regard to accreditation, community-based policing and delivery of quality police service."*

*Since 1988, this forward-looking police department has been led by Chief Dave Brown, but Brown's leadership is but one element of what makes the organization tick. The Chief's own favorite buzzword for the department is "empowerment," and he utters the word with the kind of enthusiasm that can quickly captivate a listener. For Brown, empowerment of employees is the driving force that has enabled the department and its personnel to take community policing one step beyond the rest of the pack.*

*Brown has presided over a process of decentralizing and flattening the Tempe P.D., with three ranks eliminated from the organization chart and majors and captains combined into the rank of division commanders. Some of the ranks that were discarded were, predictably, ranks that Brown himself had held at one time during his 12 years with the Tempe force, which he entered as a patrolman in 1968. In 1980, by which time he had risen to the rank of major in charge of administrative services, he left the department to become the Police Chief in Yuma, Ariz., where he served for eight years.*

*His knowledge of Tempe and its Police Department helped to forge the type of customized community policing that now exists — and continues to evolve — in the city: geographic deployment. Started as a pilot project five years ago with nine officers and one sergeant assuming 24-hour responsibility for one beat, geographic deployment proved so successful that it went citywide last July. That's not to say there weren't bumps along the way. As Brown puts it, "We couldn't find anybody else who was doing it, we didn't have a blueprint. . . . [We knew] we were going to run into obstacles and we ran into them." Much of the difficulties involved scheduling since the sergeant and officers for each beat had to design their own shifts. At present the department has 15 different patrol schedules.*

*One would think that, with some 340 employees (241 sworn) and a city population of about 147,000, the Tempe P.D. would be stretched to the limit by the labor-intensiveness of geographic deployment. Fortunately for Tempe, the department augments its staff with a gang-bro corps of volunteers. The volunteer cadre currently numbers 170, who fill critical roles in such areas as victim assistance, motorist assistance, parking enforcement, and fingerprinting. The key to making the program work, says Chief Brown, is treating the volunteers with the same respect shown to paid employees.*

*In just six years, Brown has moved the Tempe Police Department into the front ranks of progressive American police agencies. Numerous ingredients — such as community and employee empowerment, self-directed work teams, and accreditation — make up his recipe for such advancement, and he adds that they are properly seasoned by generous amounts of trust, training and patience. (It also doesn't seem to hurt to have a non-uniformed department, and one that is completely computer literate.)*

*As Brown describes the Tempe P.D., its mission and values, his talk is laced with direct and indirect reference to various clichés and touchstones of policing over the past 20 years, such as "hot spots," "team policing," and much more. Quite clearly, what he and his subordinates have done is taken major advances in the body of knowledge in law enforcement over the past two decades and synthesized them in an effective operational format for policing the city of Tempe.*



## A LEN interview with

# Chief Dave Brown of Tempe, Ariz.

**"Traditional policing is a lot like Vietnam. You send the officers out to the beat, they try to keep crime out for the 8- or 10-hour shift that they're there, then they go home and it's somebody else's problem."**

Law Enforcement News interview  
by Marie Simonelli Rosen

**LAW ENFORCEMENT NEWS:** For the past five years or so, the Tempe Police Department has been going through a rather dramatic metamorphosis. I'd like to begin by looking at some of the changes and what prompted them. . . .

**BROWN:** It started in 1988 out of a sense of frustration. The Tempe Police Department was a very professional organization, a very efficient organization, with a lot of support from the community and from elected officials, and a lot of respect from other law-enforcement agencies. We had all the bells and whistles, computers in the cars, all the equipment, brand-new police station, but there was a frustration that we weren't really accomplishing anything. It seemed as if the more people we locked up, it had little impact. For everyone that went into jail, somebody came out the other end. We were treading water, so to speak — the harder we worked, it didn't seem to accomplish anything. That's when we decided that it was time to stop and take a look at who we are, what we're supposed to be doing and how to do it. We turned to some degree to the private sector and looked at some of the programs that were taking place there. At that time there was a real movement out there to maintain competitiveness on an international marketplace by making some drastic changes in the way they did their job. So we mirrored a lot of that, with things like empowerment, decentralization, pushing decision-making farther down into the organization, teams, etc.

**LEN:** I was reading about your geographic deployment, in which you apparently allow officers

to bid on their assignments, and make officers responsible for a place rather than a shift. Has that been successful?

**BROWN:** When we started moving toward community policing back in 1988, we were told that we could expect a lot of resistance from our officers and our employees. This was the experience of some other departments, I guess, where they looked at it as social service work or a "wave and grin" squad. To be perfectly honest, we didn't find that. We found that the officers were just as frustrated as we were and the citizens were, and they didn't feel good about not being able to make an impact. To some degree that helped us move toward community policing a lot.

The geographic deployment came about with an idea that started around 1989. We got a Federal grant that allowed us to take one of our 16 beats in the city and rather than sending officers out to that beat in a normal traditional way, we took that beat and gave it a sergeant and nine officers, and asked them to assume the responsibility within that beat 24 hours a day, seven days a week. They do their own shift schedules and they develop a relationship with the people in that community. We encouraged them to be a part of anything that was happening — PTA meetings, church socials, even birthday parties if you get invited to one.

We promised to keep the officers in the beat, known as Beat 16, for two years. This was a low-income area, with a high minority-group, Spanish-speaking population. It's our busiest beat, and it was an area where it was well known that the citizens really didn't see anything, didn't hear anything, and didn't tell us anything. About three months into the program we had a homicide out there. An elderly lady was robbed and killed at about 3 o'clock in the morning. By 5 or 6 that same morning, some of our officers started getting calls at home telling us who was probably involved in it. By about 9 we had enough information to develop arrest warrants, and by 11 we got calls from people telling us where the suspects



# ***We walked into the geographic deployment recognizing that... because we couldn't find anybody else who was doing it, we didn't have a blueprint or map to follow, so we were going to run into obstacles — and we ran into them.***

were hiding out in an adjoining city. This was a complete turnaround within that beat and in the relationships we had with the citizens in that beat in the past. The officers became very enthused in it. They enjoyed the attention they were getting; they enjoyed the fact that they were making an impact.

The program was so successful that we started two other beats without Federal funding, and then this past July 12, we implemented it citywide. All of our deployment is now done geographically. We now have 15 beats — we combined two beats into one — and we have 15 patrol schedules. The sergeants have a great deal of control over their officers. They make decisions about where and how to deploy them, whether they're on bicycles, in cars, in plainclothes assignments. They have access to some of our centralized groups that haven't been decentralized yet, such as traffic, detectives, narcotics, and they can bring them in — although we find that there's a great deal of initiative to do a lot of that work themselves without bringing the outside people in. The sergeants have a great deal of flexibility and autonomy in doing their beats.

## **Cultivating confidence**

**LEN:** How do they feel about what would seem to be a dramatic increase not only in their workload, but in their responsibilities?

**BROWN:** It's an individual thing. I think most of them like the idea that they have control over a great deal of their job and their responsibility. We were a very top-down driven organization prior to this change in 1988, so there were concerns about direction. In the past, almost daily direction was given out of the Chief's office. That has changed, and for the most part I think the sergeants enjoy it. It was a learning process, the development of self-confidence. The department has always placed a great deal of emphasis on selection processes, promotion processes and training, so the quality of the sergeants was just perfect for this empowerment type of program because there was a great deal of competence at that level.

**LEN:** With 15 different work schedules, it would seem a lot to keep track of...

**BROWN:** It is. We walked into the geographic deployment recognizing that we had an opportunity to see it on an individual beat, and then two beats and then three beats. But what we didn't have the opportunity to do is see it citywide and what kind of impact that would have on places like Communications, Records and other support units. We ran into some problems where the communications weren't as good as in the past. Fortunately, most people recognized that because we couldn't find anybody else who was doing it, we didn't have a blueprint or map to follow, so we were going to run into obstacles — and we ran into them. We worked on them; we got a lot of people involved in cross-functional teams, in self-directed teams to address those types of problems. So it's kind of a growing process.

**LEN:** You flattened the department by eliminating four ranks. How has that worked out?

**BROWN:** One of the things I recognized when I came back to the Tempe Police Department was this top-down-driven management. As an example, officers would do something out on the streets and they would come in and tell the corporals, who'd brief the sergeants, who'd brief the lieutenants, who'd brief the captains, who'd brief the majors, who'd brief the assistant chief, and the assistant chief would brief the chief. And whatever comment the chief had would go back down the same way.

**LEN:** Like playing telephone!

**BROWN:** Exactly. Obviously that meant that our communications system was very antiquated; it allowed miscommunication at many levels. One of the concerns and problems with it is that people perceived that as their job: They'd come in and be briefed, they'd brief somebody later that afternoon, they'd get briefed going back down. So one of the first things we did is we implemented something in our electronic mail system so that the officer who inputs into the computer does something that goes throughout the department. We now have that one message being distributed in the same language to everybody.

Having said that, the question arose, "Okay, now what will we do with all these levels and managers?" Empowerment was a real, key issue in making the flattening work. Over the five years, we've eliminated the senior officer's position, we've eliminated corporals. We took the major and captain and combined them into division commanders, and just this past year we eliminated the assistant chiefs' positions. The only way we could do that is, number one, through the competence of the people that are left in the positions to pick up more. Secondly, it was an empowerment issue, with people taking on more than what they've done in the past. All those

positions that we did away with have been factored back in and rebudgeted into line positions or community service officers, which are civilian equivalents to police officers, or line support such as crime analyst and trainers positions.

**LEN:** What happened with the detective function? Some departments around the country are decentralizing the detective ranks and putting them out in district or mini-stations. Did that occur in Tempe as well?

**BROWN:** Yes and no. We have taken over our detectives and reassigned them, not outside their area, but reassigned their caseloads, almost by geographic deployment as well. Our city is divided into quadrants, so a detective would be assigned to all cases coming out of a given quadrant, and he would work very closely with the patrol lieutenant who's over that quadrant and the various beat officers. So we've done some decentralization without actually moving the detectives themselves. We'll be breaking ground on a new substation this month, and it'll go in the southern part of our city. That station is being designed to take decentralization another step further: we will have detectives working out of there; we will have motor officers working out of there, and their deployment out of that station will closely parallel the geographic deployment of quadrants and beats.

**LEN:** You already have one substation in a high school, one in a public housing development, and another in a mobile trailer? Generally speaking, how effective are they? More importantly, suppose a neighborhood doesn't want a substation for some reason? Have you run into anything like this?

**BROWN:** No, and maybe I should do a clarification. What we're talking about are beat offices. We set up a program where, in exchange for a donation of space, we will create a beat office within a geographical beat. We have a briefing station in a park that's kind of in our South Side substation — we're moving out of that and into our new substation next year, and we will have only two stations, north and south. But the rest of them will be the beat stations. We

it. We had an intern from the University of Arizona, I believe, and we asked her if she would research successful volunteer programs and try to develop some strategy that seemed to make those programs successful [See LEN, Nov. 30, 1991]. She put together an excellent study for us. One of the things we found in doing that research was that volunteers really wanted to be treated like employees. They did not want to come in and be told, "Oh, you're here today; why don't you go file those papers." They wanted actual job titles, and job assignments, and shifts, and so forth. So we put together a volunteer program that has selection processes, with interviews, oral boards, and other things such as we would do for our regular officers. For some of our volunteer positions, polygraphs are required — they're dealing with sensitive work and sensitive paperwork. They're treated very much like other employees; time cards are submitted, evaluations are given.

The program is very successful, and right now we have about 170 volunteers. The City Council gave us the coordinator's position full time the following year because of our success. It's been widely accepted internally, and one of the reasons is that the programs have been designed to take workloads off of the officers — because, you know, one of the key questions we continually get is, "How do you afford community policing?" Well, for me, three ways come to mind. The first one was, obviously, flattening the organization and putting those resources back into it. The second one, obviously, is the use of volunteers. The third one, which is one of our components of community policing, is problem-solving. Right now we estimate that 65 percent to 75 percent of our calls for service come from 10 percent of our addresses. So if we can apply problem-solving techniques and impact the 10 percent of our addresses, that in itself is a payback that will address the workload that we're asked to do.

## **Wake-up call**

**LEN:** Some people are reluctant to say that community policing will reduce crime. How do you stand on that?

**BROWN:** It's hard to say. It will probably not reduce reported crime in the first couple of years because you're going out and establishing

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## ***"Overall, community policing will demonstrate a reduction in crime. It awakens a sleeping giant out there, which is the citizens themselves."***

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have one in a high school, one in a grade school/junior high school complex, we have various apartment complexes that have donated space, we have little strip malls or shopping centers that have donated office space to us. We haven't met any resistance, but at the same time, it's always been on a volunteer basis. We pay no rent or anything; we pick up the cost of putting the telephones and the computers in it. It's been really a hit both for the officers and for the citizens. The citizens like the idea of the officers' presence there.

We have a very successful volunteer program, and the plans are to man these neighborhood beat offices with volunteers. In this way, for example, people who live in a certain beat will know that the beat office on Tuesdays and Thursdays will be offering crime prevention seminars presented by volunteers. Or it'll be manned on Wednesdays by an officer, and they can come in and talk to a police officer about traffic problems, or whatever problems are occurring. We're still doing some more formalizing of the programs that are provided out of the neighborhood beat offices.

## **Helping hands**

**LEN:** Some departments that use volunteers have had trouble with the program in terms of people showing up today but not tomorrow, making it hard to know how many you have and how to deploy them...

**BROWN:** We started looking at volunteers about the same time we were going through community policing. As we started trying to figure out who we were, what we did, and how we did it, the first realization that sunk in was that, alone, we weren't going to have an impact. We would continue throwing more police resources at the problem, but we were going to have very little impact on what was happening, and we had to get away from the we're-cops-and-you're-not mentality. That's when we developed community policing, which reaches out to the citizens themselves, and we decided to look at the volunteer program.

At that time we had three volunteers in the department. We tried to get a volunteer coordinator's position budgeted but were unsuccessful in doing it that first year. We did get a commitment where we could take some intern money we had and hire a part-time volunteer coordinator, and then come back to the Council with the results of

relationships with the community. You're putting officers out there asking questions that have never been asked before. You're asking for a level of support that's probably never been asked before. You're asking people to report more things. So most people who approach community policing from the standpoint of that partnership and that linkage with the community can expect an increase in reported crime. I don't necessarily think that reflects an increase in crime; it's just that you have a more competent public sharing with you what they haven't shared in the past. Overall, though, community policing will demonstrate a reduction in crime. It awakens a sleeping giant out there, which is the citizens themselves.

**LEN:** Very often a community-policing philosophy does not get reflected in a department's promotional process — in other words, there's very little reason for a good community police officer to want to stay on the beat rather than seek promotion to a desk job. How does the Tempe PD address this?

**BROWN:** Empowerment was one of the critical components of our movement toward community policing. That, along with other components, certainly shouted to us that we had to change our selection processes. Community policing requires a lot of communication skills and a lot of facilitation skills. So we took a look at our hiring and promotional processes. We stopped looking for the person who could run the fastest and jump the highest and started looking for people who could deal with people, who could talk to people, who could facilitate people into talking when they normally wouldn't talk. Just recently we had promotions for division commander, lieutenants and sergeants. During a day of training, I told those people who were successful that they had been identified as having a uniqueness about them that the unsuccessful candidates didn't. Everybody knew the meaning of community policing. Everybody knew what empowerment meant. Everybody knew what decentralization meant. Everybody had a definition for teams. But these people were the ones who could demonstrate how to practice those variables. They could either talk about how they empowered others, or they were empowered and now they used that new empowerment, so to speak. They talked about geographic deployment and decentralization and how it positively affected them. They

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# Brown: "Tempe is a unique city, and it would be foolish of us not to take advantage of that uniqueness."

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talked about how they used problem-solving skills in addressing day-to-day issues. So I think the biggest impact on our promotion processes is that it's taken us to one who demonstrates these traits for where community policing is taking us, the problem-solving, the decentralization, the empowerment, the working with teams.

LEN: I take it that you don't have a Civil Service exam process?

BROWN: We work with the city's Human Resources Department to develop our own selection processes, and we're given a great deal of leeway in developing the most appropriate measures for those. We start off with developing new job descriptions, and once we do that, we look at the traits needed to be successful in that job. Then we develop selection processes to measure those traits.

LEN: Who actually gives the final approval on a promotion?

BROWN: Once again, the Police Department and Human Resources work together. We bring our command staff together, which is the division commanders and the chiefs. We take the top candidate, and we ask that candidate's supervisor to come in, make a short presentation to us describing his strengths, his weaknesses, what skills he would bring, and an overall assessment of how he would be if he were promoted into that position. And we pretty much follow that list unless there is some sort of disparaging remarks made in that presentation. We've always tried to have community representation in the selection process, along with some police representation and some other city government representation.

LEN: That sounds rather uncommon, involving "outsiders," if you will, in the promotional process for sworn officers. . . .

BROWN: We're not that huge an organization; we have 375 employees total. So there's a lot of known qualities about our people. So to simply put three of our own supervisors on there would be somewhat redundant, I think. The second thing is, we have to walk the talk, so to speak. If we're out here talking cultural relationships, developing partnerships, asking the community what they want, what their priorities are, what their needs are, we certainly think that they should be included in our promotion processes. We need that input. One of our biggest allies and one of our main partnerships, for example, is with the school districts themselves. So to me it seems natural that we would ask them to be part of our selection process. And there's been a lot of reciprocity. We've had police supervisors who've been involved in selection processes out in the school areas also.

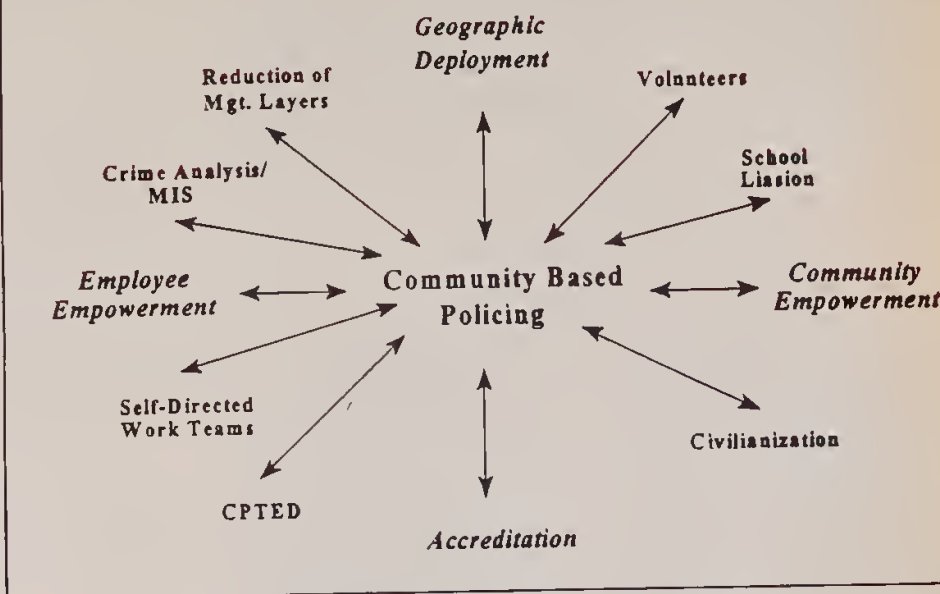
## Can we cooperate?

LEN: That speaks to another component of community policing, one that in some localities has been a trouble spot, namely cooperation with other city agencies, or with the private sector. Do you experience any such difficulty in Tempe?

BROWN: I think we all started off with higher expectations. We certainly didn't experience the levels of difficulty that I've heard other communities share. I think in Tempe it was more wait-and-see, whether this was just another fad, just another buzzword, another program. Tempe is a unique city, and it would be foolish of us not to take advantage of that uniqueness of the community. They're somewhat demanding but very supportive of its law enforcement and the rest of city government. I can remember an editorial in the local newspaper that said, "You can't fight City Hall, except in Tempe." So I think we have a lot of advocates going for us. As far as the rest of the city departments are concerned, we have experienced enough successes that the Mayor and the City Manager have announced that there will be a movement toward community-based government. We're going to take some of the components of community-based policing and apply them on a citywide basis. So we didn't really experience a lot of resistance; it was more like hesitation. If there's a problem we can't handle, we turn to Public Works, or Building Safety, or the county Health Department, and we find them to be very receptive. And we find that the community is certainly supportive of that new role for the police officers.

LEN: We were told that you did away with roll calls, and in so

## The Tempe Model



A model said to depict the focus of the Tempe Police Department and the elements that drive its community-based policing philosophy. (Commission on Accreditation for Law Enforcement Agencies)

doing caused a little tension, at least initially, because there was a perceived loss of officer camaraderie.

BROWN: That was one of the things I mentioned earlier that we hadn't anticipated. We knew there would be problems with total geographic deployment, and after about two months of geographic deployment we started hearing complaints that they didn't know who was working next to them in the beat, they missed that fellowship of the briefings and so forth. It was an obstacle that we just didn't anticipate. We're now trying to address that. We now have beat meetings once every two weeks, I believe. There is a better way of communicating who's working on what shift. Each sergeant might have officers coming in at a different time of the day; in one beat he might be coming in at 4 o'clock in the morning, the next beat it'd be five, the next beat it'd be six. They're now trying to pull them in closer together without sacrificing the schedule itself, so that there are three or four people coming to work at one time so there is this exchange of information.

## Seeking better solutions

LEN: You have self-directed work teams making collective decisions as to how resources could be allocated. How did you go about implementing this?

BROWN: It's a concept that's been developed within the American workplace to be competitive with international markets. It's based on the idea that no one person has all the strengths or specialized skills or talents, but you can put together teams that will reflect all those skills or talents. In the manufacturing sector, if they have to knock off three minutes of production time to be competitive with an international rival, rather than turning to engineers and quality control experts, they now bring in teams of people who are actually from the manufacturing lines, who can give them ideas and suggestions about how to knock off three minutes of production time.

The same concepts can work within government. For too long we've walked around saying, "Well, we're the public sector, and we're different from the private sector." I don't think I'm ready to go out and tell the citizens that we don't worry about profits, that we don't have customers. If we want to address specific problems, department by department, one of the things we find is that the more people we get involved, the more creativity, the more imagination we get, and the better solutions we get. So it's based on the concept of getting the people who have the most information about a problem together in a brainstorming situation so that more ideas come up and better solutions are identified. It's ludicrous for me to sit here in my office 8 to 5 Monday to Friday and try to develop solutions about what's happening out on the streets, what's happening on the midnight shift, what the detectives are doing. If you really want to address those problems, get out and talk to the people who are experiencing them.

LEN: Suppose the problem was shaving a few minutes off re-

sponse time to calls for service. How might you tackle that?

BROWN: First of all, we would probably look at the type of call and see if there's a prevalence as to where it occurs. Then we'd get officers from those beats where it's occurring a lot, we'd get a supervisor involved, we would obviously get our communications people and dispatchers to play a part in it. And we would probably put a crime analyst on it so they'd have access to the facts and all the data information and so forth. We'd put together a team that would reflect those areas and ask them to see if there's a way we could reduce the response times for those calls. We would probably also pick a staff person who could access other departments to find out what they're doing. Basically, we would empower that team to take that on as a challenge and come back with various alternatives on how we could reduce that response time.

LEN: Given that such a massive amount of change has occurred in a relatively short time, how much genuine enthusiasm do you think there is in various quarters — in the community, among political officials, within the department itself?

BROWN: So far the support in the community is excellent. The support by the elected officials has been overwhelming. In fact, one of the strongest recommendations I'd make to other chiefs is to get your elected officials involved very early. What we did is we took them to our first community policing conference back in '89 when we got started. I remember the first day was the Problem-Oriented Policing Conference in San Diego. The first day they were walking around wondering why they were the only elected officials at that conference. By the end of the conference they were telling everybody how they were the only elected officials there, the only ones that were involved. The following year they were putting on a workshop at that same conference on the role of elected officials in community policing. So that has been very supportive and very helpful for us in our efforts.

LEN: All too often, once politicians have a hand in community policing, it seems to change — in many cases turning into a stream of political rhetoric for re-election purposes. Certainly politicians have to be sold on this idea, and involved in it, but what prevents them from turning it into a political device?

BROWN: I think it's in their own personal motivation to see that the Police Department and the community really address public safety concerns. Obviously, each politician might be different. We haven't experienced it here in Tempe. People like the results that our community policing has accomplished here; they're very supportive of the department. In the beginning, I think, there was some misunderstanding; there was this perception that they would get calls from constituents and they'd call me up and say, "Dave, can you go out there and do some of that community policing in this neighborhood?" I got this picture that they thought I had this big jar of sand to scatter on top of people. But it's part of the education



# Interview: Tempe PD Chief Dave Brown

process, and for the same reason that the community becomes excited about it, the elected officials become excited about it. They know the community likes community policing. Therefore, they feel better about the Police Department and they feel better about the city government. I can't think of anything that's more motivating to an elected official than the constituents thinking positive about the government.

## The ever-changing picture

**LEN:** What about the enthusiasm of the members of the department? In percentage terms, how would you size it up?

**BROWN:** This would be a wild guess, but I would say more than half of them are enthusiastic and totally supportive of it; maybe 60 percent. I'd say there's another 30 percent who aren't resistive, but who are still waiting to see if this is just another fad program. And 10 percent would probably say, "I don't like this, I don't like having to speak to groups, I don't like some of the skills we have to do."

There are real keys to making changes in an organization, and that was built into our movement toward community policing. We had enough foresight to try and look at the impact of changes the organization is going through as we implemented them. That was one of the reasons we said community policing is going to be an evolution, not a revolution. We did not want to come in and say, "Effective next Monday, we will be a community policing organization." It's been a gradual change process for us, and it's growing every day. Six years ago I would never have been able to draw a picture of what our organization is today, and one of the reasons has to do with empowerment. If we're asking people, both internally and externally, what we should be, who we should be, what we should be doing, what we should look like, it would be silly for us to have drawn that picture six years ago and try to move toward it.

There are other factors in implementing change as well. You have to develop trust. People have to feel confident in what you're doing, that where you're going is best for them both individually and as an organization. You can't underestimate the amount of training you need when implementing change in an organization. Then there's patience, especially in light of empowerment. You take people who've been drivers, and you now ask them to be empowerers, and you ask them to develop patience where their subordinates might head off in a different direction. If it's not involving integrity issues or officer safety or citizen safety issues, then you have to be patient and allow those people to go off in that direction. Sometimes they'll make mistakes, but successes come from making mistakes. Other times their way will turn out to be better than the way we would have originally gone. So patience plays a great part in it. So do listening and seeking input from people. Those are all key elements in implementing this degree of change that we have in the Police Department. Another one is that we felt very strongly that it's a philosophy, not a program, and therefore, we expect everybody to *think* community policing. We expect our dispatchers in doing their jobs to think in terms of community policing, the jailers, the sergeants, the chief, the officers, the detectives, everybody.

**LEN:** Is there such a thing as too much change? Is there a point at which the metamorphosis will be complete?

**BROWN:** I'm not sure if it will ever be complete. But I do think, too, that there is a possibility of too much change. If you get to the point that you're changing for the sake of changing without any purpose in mind, that's obviously a problem. That goes back to infringing on that trust that you're trying to develop. On the other hand, if we're constantly seeking input from all the employees throughout the department and from citizens throughout the community, then we have to be prepared for the possibility that we're not going to reach an end point so to speak. People's priorities change, problems change, issues change. If we want to be responsive to those changes, then we quite possibly will have to do some changing ourselves.

**LEN:** In March, the Tempe PD was reaccredited. As you're

probably aware, there's been some criticism of the accreditation process for failing to incorporate community policing precepts. . . .

**BROWN:** A great deal of the success of community policing has to stem from the community opening up. They have to feel empowered, they have to take responsibilities, they have to become a partner with the police department. To do that, they need the same trust level that you need within the organization. They need to know that the way we're going is a better way. They need to know that they're dealing with a very professional organization. If they're going to be an equal partner in this, their confidence in the department has to be very high. I think the accreditation process leads to that. If you undergo the accreditation process and meet the standards, then I think that tells the community that, from an internal standpoint, we're now ready to be very professional and ready to take it out into the community.

## Invisible templates

**LEN:** So you think the two concepts can work together without accreditation standards having to change significantly. . . .

**BROWN:** We met some 800 standards and found little if any

**"We said community policing is going to be an evolution, not a revolution. We did not want to come in and say, 'Effective next Monday, we will be a community policing organization.' It's been a gradual change process for us, and it's growing every day."**

conflict with community policing. One of the ways we do it is using what we could almost call templates. They're invisible — there really is no such thing, but we use it as a terminology. Whenever we have a new program, or a new process or a new procedure, we drop what we call the accreditation template on it to make sure it fits within the accreditation standards. At the same time, we're also dropping a community policing template on it to make sure that it reinforces our community policing programs — that is has citizen involvement, that it has employee involvement all the way up and down the chain, that we are making the decisions at the lowest possible level of the organization. I think that helps to a certain degree in avoiding the conflict between accreditation and community policing.

**LEN:** Tempe is the only city in Arizona so far to get Federal funding for community police officers. What are you going to do with these officers once you get them? What was it about your proposal that got it funded as opposed to others?

**BROWN:** The success of our application, I think, can be attributed to our community policing success. I think BJA is quite familiar with our programs. I mentioned earlier that one of our initial programs, the Beat 16 program, was funded by BJA. The Federal Government has hired numerous groups to evaluate our community policing efforts. So I think to a certain degree it's the success we've had to this point that is the reason we got this new grant. We got seven new officers from this grant, and seven from a sales tax initiative, so we have 14 new officers in the academy right now. We've put together a team that has a field lieutenant on it, two or three sergeants, three or four officers, a crime analyst, some detectives, and I think a person from communications, and right now they are working out the question of how to allocate those 14 new officers. The only criterion they've got was that both on the Federal grant and the sales tax initiative, they were defined as being

uniformed officers to further our community policing efforts. Beyond that, it's really left up to them, and we hope that they'll be back to us within the next couple of weeks with a series of alternatives and a recommendation on how to assign those new people.

## From policies to values

**LEN:** As we often ask other police chiefs, if you were given a blank check and could write in any amount of money for use by the department, what would you do with the funds?

**BROWN:** Wow. I'm not sure how I'd direct the money. But I know one thing that we're not successful at yet, that we have to change, and that is the way our department is driven. We have to move toward values and get away from policies and procedures. Within the Tempe Police Department a lot of our policies and procedures are statements of what we can't do, what we don't allow our people to do. It's somewhat restrictive. In an empowered organization you really are challenged to take the community's values, the organization's values and the individual values of our employees, and create a set of values that we all can buy into, so that you can't see the difference between the three, nor do you want to see the difference. So if there's an area I'd like to throw more resources at or make a bigger improvement in, it's moving from this policy- and procedure-driven organization to one that's value-driven. Simply writing things down on paper does not insure compliance. It's got to be part of your employees' value system.

**LEN:** Would that be at the core of the many changes you're undergoing — the values, the geographic deployment, the empowerment, the team-building, or something else....

**BROWN:** I know that geographic deployment is the thing we get so much attention on. But if your concept of community policing is like ours, it basically boils down to empowerment, and taking something that's unique to your community. We don't go out and take Houston's approach and stick it in Tempe. You take what your city wants, what it needs, what it's going to participate in and willing to pay for, and you develop a style like that. Geographic deployment allows us to take that one step further. It almost allows us to customize the policing style for a given beat. We have beats that have industrial complexes in them; obviously we should patrol that differently than we would our residential areas.

One of our division commanders made a comparison between geographic deployment and the old way, with its briefings and squads of officers, and likened it to a comparison of World War II and Vietnam. In World War II, people were drafted and were either sent to the Pacific theater or the European theater for an unspecified amount of time, basically to win the war and come home. During Vietnam, you were drafted for a two-year period, you were expected to serve a one-year tour in Vietnam, and right or wrong, the motivation was basically to survive that year and get back home. Traditional policing is a lot like Vietnam. You send the officers out to the beat, they try to keep crime out for the 8- or 10-hour shift that they're there, then they go home and it's somebody else's problem. With geographic deployment, the officers develop a sense of ownership of the beat, and they become offended when somebody commits crimes in their beat. They really develop that ownership of it.

## Coming soon to a computer near you:

In the months ahead, selected articles from past issues of LEN will be available in electronic "reprint" form on CompuServe. Stay tuned for more information on this exciting development in law enforcement information-sharing.



Francis:

## A primer in police misconduct control

By Walter M. Francis

Law enforcement chief executives have a responsibility to control and minimize the amount of employee corruption and misconduct taking place in their agencies by establishing a misconduct control program which must necessarily include a training program for agency managers and supervisors. Due to the nature of the occupational role, it is simply not realistic to have an organizational goal of totally eliminating such employee behavior. However, specific training can be developed and implemented with an aim of maintaining corruption and misconduct levels of police employees at minimal levels.

The initial step in this process is to develop a training program specifically for police chief executives and top level managers which will demonstrate the need for such misconduct controls in their respective agencies. Such training programs, which in content and form must be both descriptive and prescriptive, might be staged as regional one-day events co-sponsored by and held at colleges or state training academies.

This writer has developed and applied this type of program successfully in the state of Wyoming, and plans to expand these efforts nationally. This model program utilizes several methods of instruction.

Initially, the instructor can use a number of approaches to gain the attention of the audience and to convince them of the importance of and potential for corruption and abusive conduct by law enforcement personnel. The best method is to maintain a file of newspaper and magazine clippings of recent misconduct incidents which can be briefly reviewed in the first few minutes of the program. This writer has a three-inch-thick file established over the past two years on such cases. The attendees will quickly become aware of the documented cases, which will cover an amazingly broad array of behaviors, from sexual abuse to drug dealing to physical abuse of citizens.

Another device that will get immediate attention is to play a videotape of the Rodney King

beating incident in Los Angeles, or one of the many videotapes available that deal with drug-related police corruption. No matter which learning device is used, it is crucial to develop in participants a keen interest and awareness of such activities, since many will prove naive on the subject.

Once the instructor has captured the attention of the audience, a descriptive presentation can successfully be delivered. Such a presentation must include a precise, comprehensive review and definition of the various types of occupational deviance and abuse-of-authority incidents which are possible in all police agencies over time.

**"Police chief executives must develop misconduct-control programs that hold their managers and supervisors accountable for the actions of employees for which they are responsible."**

Following this review, each major area of misconduct should be introduced in separate blocks of time, each lasting approximately three hours. One block should cover corruption-related events while the other examines abuse-of-authority events.

The descriptive information on each type of corruption incident should provide detailed information and cases regarding specific types of events, as well as the reasons for their occurrence, including: deception, perjury, lying, sexual harassment, drug abuse, criminal law violation, vice-related acts, and constitutional violations. This section will utilize at least 1+ hours of the program.

Immediately following the descriptive lecture material, intensive case studies will be introduced via videotape using material from such television programs as "60 Minutes," "48 Hours," and "Frontline." This writer has compiled seven cases of drug-related corruption events which demonstrate the widespread problem faced by police managers in controlling this specific form of corruption. Written case materials can supplement the videos.

The second block of descriptive material, using the methods outlined above, covers areas of police abuse of authority, including physical abuse,

use of force, use of weapons, psychological abuse, harassment, discrimination, threats, verbal assaults, and legal abuses such as constitutional and statutory violations. The Rodney King beating incident, which was covered in great detail by all forms of news media, once again makes a good case in point. Videotapes of this event are excellent source of study due to the extremely violent and graphic nature of the incident.

Immediately following the descriptive presentation — about six hours or so into the overall program — comes the prescriptive portion of the session. This will introduce various types of control mechanisms, such as written directives, citi-

zen complaint systems, internal affairs, disciplinary systems, codes of conduct, Self-Initiated Reliability Tests (SIRTs), field audits, callbacks, stings, field associates, complaint monitoring, and civilian review resources. A comprehensive model should be presented to attendees, from which they utilize elements selectively at their own departments.

The final half-hour of the program should be devoted to concluding remarks and open discussion of the topics presented. Due to the nature of the program and the controversy surrounding control mechanisms, there should be no trouble in developing discussion. Of course, the instructor might still wish to develop questions in advance to stimulate discussions. Group discussion probably has already taken place during the case study and video presentations.

The training session should be evaluated several weeks after completion to determine the effectiveness of the delivery of the material and whether the participants have used any of the control measures presented.

All participants should be encouraged to bring with them any case studies that might be pertinent

to the program. They might also want to bring policy manuals from their respective agencies for use as reference during the time devoted to written directives and disciplinary systems. One other idea that has been successfully used by this writer is to have the participants bring along a copy of the oath of office which pledges them to uphold the U.S. Constitution, their respective state constitutions, and laws of both state and Federal jurisdictions.

Discussion of the oath of office can be built into both the introductory material and the prescriptive section. Officers must be informed of the importance of this oath and its significance at the time they are sworn in as police officers. Police managers must view and utilize the oath of office as they keystone of their corruption- and misconduct-control efforts. Officers who, while acting in an official capacity, behave in a manner that comports with their oath of office are not likely to ever be involved in major or minor events of police misconduct.

Police officers and their agencies derive their authority from the citizens they serve and represent. Local communities are beginning to hold police chief executives accountable for the actions of their officers and employees.

In turn, police chief executives must develop misconduct-control programs that hold their managers and supervisors accountable for the actions of employees for which they are responsible. The model management training program suggested here will provide the groundwork for police executives to control and minimize employee misconduct and corruption in their respective agencies.

## Letters

### Tales that dog the wag

To the editor:

I am requesting your assistance. Specifically, I am requesting information from your readers.

My book of police war stories, "True Blue," has now gone into a second printing by St. Martin's Press. They have accepted a proposal for a second book of police war stories from across the nation, which I have tentatively titled "American Blue."

I am looking for some great police war stories. They can be funny, sad, terrifying, strange, whatever. Send your stories in legible form, or on an audio cassette tape, to: Ed Nowicki, 9611 400th Ave., P.O. Box 1003, Twin Lakes, WI 53181-1003. Phone: (414) 279-3850. Fax: (414) 279-5758.

Thanks again. I hope that I can get some great stories from LEN readers.

EDWARD J. NOWICKI  
Twin Lakes, Wis.

### Note to Readers:

The opinions expressed on the Forum page are those of the contributing writer or cartoonist, or of the original source newspaper, and do not represent an official position of Law Enforcement News. Letters to the Editor are welcomed. They must be signed (name will be withheld upon request), and must include a daytime phone number for verification.





# Is Germany inching toward decriminalization?

Rarely has a high-level police executive in the United States called for ending the drug war by decriminalizing the sale or use of drugs. Mayor Kurt Schmoke of Baltimore has done so, as has Nobel Prize-winning economist Milton Friedman. Two Federal

## BURDEN'S BEAT

By Ordway P. Burden

judges, Whitman Knapp and Robert Sweet of the Southern District of New York, proposed that the Federal Government should repeal its drug laws and turn the problem over to the states.

U.S. Surgeon General Joycelyn Elders got the Administration into a tizzy a few weeks ago when she said: "We would markedly reduce our crime rate if drugs were legalized; we need to do some studies." President Clinton felt compelled to reiterate his opposition to the legalization, or decriminalization, of drugs.

But by and large top cops have not joined the small chorus of folks calling for an end to the drug war. That's why I found an article in *Der Spiegel*, Germany's most influential magazine, to be so interesting. In the article, Police Commissioner Volker Haas of Stuttgart calls for decriminalizing most drugs and allowing heroin or methadone to be prescribed for addicts by physicians. However, he shies away from the word "legalization."

German law enforcement, like ours, has done its best to suppress drug dealing with undercover agents, more police in the streets, and stiff sentences. Commissioner Haas says that policy has failed in Germany; worse, he says, it has been counterproductive.

Responding to demands by some German police executives for even greater efforts to cut the drug supply and arrest dealers,

Haas told *Der Spiegel*: "It is a paradox, but intensified police activities have exactly the opposite effect: If we catch the dealers, take the stuff off the market, then then prices go up, the addicts have to steal even more, organized crime makes an even greater profit. State repression is counterproductive; we are actually helping the Mafia."

Stuttgart, a city of 560,000 people, has only 1,500 drug addicts, so perhaps the Commissioner's views on decriminalization of drugs are extreme from the point of view of U.S. police because the problem is not as widespread as in most of our cities. In any case, Haas holds out no hope that more vigorous action by the police will have much effect on the drug traffic. He pointed out that "every addict needs up to 250 marks a day [about \$145] for drugs. On average, he steals about 100 marks [\$57]. With 1,500 drug addicts in Stuttgart, this comes to an annual loss of over 50 million marks [\$28.5 million]. That is why we need a different drug policy, if only in the interests of the victims of drug-related crimes."

In Haas's view, drug addicts are not just criminals but primarily sick people in need of treatment. He predicted that 10 percent to 20 percent of crime would disappear if the drug addicts could all be treated. Unfortunately, he told *Der Spiegel*, 80 percent of them do not go willingly into treatment.

Commissioner Haas said that society would be better off if heroin were strictly controlled by public authorities instead of by organized crime. The German Federal Health Office, he proposed, should "become responsible for the quality of the heroin, not the Mafia or some drug dealer. . . . Much misery could be avoided by having purity controls and making this a medical problem." The heroin would be prescribed by doctors for those most seriously addicted.

In the case of less addictive drugs like hashish, Haas would

decriminalize their sale and use. "The fact is," he noted, "anyone can buy soft drugs today if he wants to. Hashish users do not necessarily switch to heroin, and hashish does not cause dependency, even psychological dependency. There is, therefore, no need for special state measures against hashish in the interests of public health."

Still, Haas remains a policeman. He was not prepared to go all the way and say he favors legalization of hashish. "I just can't do it," he said. "There is something in me that just resists having another acceptable drug in society. You can consider my attitude contradictory, because it is. The politicians are responsible for these questions. Let them decide."

His basic point — that legalizing drugs would take the huge profits out of trafficking and thereby reduce crime — certainly has its adherents in the United States. Mayor Schmoke, for one, has compared drug dealing with the bootlegging that was rampant during Prohibition. He has argued that the repeal of Prohibition cut down crime and violence because the price of beer and liquor dropped and thus there were no longer illicit fortunes to be made in bootlegging.

There may be something in that argument, but consider one side effect — a huge increase in the number of alcoholics, with all the disorder and despair that led to.

(Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 24 Wyndham Court, Nanuet, NY 10954-3845. Seymour F. Malkin, the executive director of LEAF, assisted in the preparation of this article.)

Oh, what a tangled web. . .

## NYPD corruption woes bring more bad news

The web of drug-related corruption that has entangled a New York City police precinct snared several more officers this month, when Police Commissioner William J. Bratton relieved an additional 11 police officers of duty because they have been suspected of either knowing about or participating in crimes.

It was the latest in a series of actions taken by the Commissioner against alleged rogue officers in Harlem's 30th Precinct, where Bratton personally stripped the badges of the first two of 14 officers arrested April 14 on charges of stealing drugs, guns and money from narcotics dealers and criminals. The following day, 12 more officers were arrested on similar charges, and Bratton has said he expects the total number of arrests at the precinct to top 35 — or 25 percent of its uniformed personnel — by the time investigations are completed.

Bratton announced on May 4 that guns and badges had been confiscated from the latest 11 officers assigned to the 30th Precinct and they had been reassigned to administrative duty. He refused to provide details about the accusations against them, but characterized the charges as "very significant and disturbing." U.S. Attorney Mary Jo White said the ongoing investigation into corruption at the precinct — where the allegations of wrongdoing have earned it the nickname "the Dirty 30" — will continue "for weeks."

"We can't say how many additional officers may be charged criminally," White added.

The New York Times, quoting an unidentified Federal investigator, said the 11 officers taken off street duty either knew of, witnessed or participated in crimes committed by the 14 officers arrested in April. Police officials predicted that several of the 11 officers would probably be suspended

in coming weeks, while others will be arrested on criminal charges. Charges against the officers were imminent, they said.

The latest developments come as an independent commission appointed by former Mayor David N. Dinkins prepares to issue a final report on its two-year investigation into corruption in the NYPD. The Mollen Commission, which is headed by former state judge Milton Mollen, is expected to be harshly critical of the department for failing to identify and root out corruption.

The Police Department, meanwhile, is bracing for the commission's far-reaching recommendations, which are said to include the possible appointment of an outside monitor or special prosecutor to oversee the NYPD's internal affairs.

A preliminary draft of the Mollen Commission's report obtained by local news media charged that city police officers make false arrests, tamper with evidence and commit perjury on the witness stand. The practice is said to have been condoned in some cases by superiors, and is prevalent enough that it has become known in police jargon as "testifying."

[Neither Bratton nor Mollen would comment on the report's contents. Mollen would say only that the final draft was undergoing "substantial revisions" and would be "very different" from what the commission made public in an interim document released in December. (See *LEN*, Dec. 31, 1993.)]

Bratton said that the corruption uncovered in the 30th Precinct is by far the worst citywide. "There's nothing, that we're aware of, out there in the rest of New York that approaches the scale and magnitude," he said. He promised to make the 30th Precinct a "model precinct" in increased street-level efforts against drugs and guns.

Court documents say that one of the

officers arrested in the first sweep struck a drug dealer on the head, grabbed a bag of cocaine from him, then shot him in the abdomen with his police revolver, seriously wounding him. Officers involved reportedly called themselves members of a "Felony Key Club," because they confiscated from drug dealers the keys of apartments where drugs and guns were hidden and broke into steal the booty — a practice known as "booming doors."

They are also accused of taking bribes and payoffs from drug dealers, stuffing the cash in their shirts and trousers.

The arrests were the result of an 18-month investigation of the precinct, which has long been the subject of brutality and corruption complaints by residents of the violent, drug-plagued neighborhood it serves. At least three people were instrumental in bringing the pieces of the puzzle together. One was a honest police officer known only as Otto, who was angered by the disgrace being brought to the badge by his corrupt colleagues. He talked about how he witnessed other cops splitting up thousands of dollars from a safe seized as evidence. Another officer, George Nova, cooperated after being caught red-handed in a narcotics deal. He pleaded guilty to distribution of narcotics and conspiracy to violate civil rights.

The third was a former drug dealer who is a born-again Christian and wanted to atone for his past. He sold \$19,000 in food stamps to the owner of a bodega — who is said to have acted as a middleman between the cops and drug dealers — for about \$11,000. In the next several weeks, he used the \$11,000 to buy cocaine from the storeowner and secretly tape-recorded the deals.

The bodega owner was arrested in February 1993 on narcotics and food-stamp trafficking charges, and made a

deal with prosecutors to tell what he knew about the officers. He said they would pick up the thousands of dollars he collected at the store from drug dealers, who made the payments in exchange for information and protection against upcoming police raids.

The investigation came to be known as "Operation Domino" because, said Mollen, once the initial targets were nabbed, all of the other pieces began to tumble into place. "Each piece helped. Once we knew where the targets were, our investigators went about doing their job. It all started to fit. They all corroborated each other."

Bratton transferred 20 new officers into the troubled precinct and named a new commanding officer, Capt. Thomas Sweeney, who vowed that any rogue cops not implicated in current probes would be rooted out by him.

Bratton also announced he would seek to institute new procedures to make it easier for officers to report corruption among their colleagues. Noting that officers often don't disclose what they know for fear of being labeled as "rats" by fellow colleagues, Bratton said he wants to change department policies so that officers can report corrupt cops anonymously. "Why have something that is not going to work?" he said. "What the hell do I care how it's reported?"

Several law enforcement agencies are continuing the investigation into corruption at the 30th Precinct and in a handful of the Police Department's 74 other precincts. Among the agencies involved are the Manhattan District Attorney's office, the NYPD's Internal Affairs Bureau, the FBI and the Mollen Commission. The precincts under scrutiny include the 73rd in Brooklyn, where 10 or more officers are suspected of running a drug ring.

The Police Department and the city's five district attorneys are also reported

to be undertaking sting operations to snare corrupt officers.

While much attention has been drawn to the dirty dealings allegedly carried out by officers in the 30th Precinct, recent news reports suggest that there is no shortage of officers engaging in various forms of misconduct.

¶ A white city police officer was convicted this month in the bias-related assault of an off-duty Transit Police officer. James Power, who has been with the NYPD since 1990, was convicted of assaulting Transit Police Officer Luis Baez and his cousin outside a bar in December 1992, during which he called the cousin a "spic."

¶ An off-duty Housing Police officer was arrested May 7 and accused of waving a revolver around a hospital emergency room to try to get medical help for his brother. Officer Alex Orero, 29, a four-year veteran, rushed his brother, who had been shot in a restaurant parking lot, to a Bronx hospital, then brandished the weapon when medical help didn't come fast enough.

¶ The U.S. Justice Department is looking into the case of five black men who say they were raped by white uniformed cops inside their livery vans. An official of the DoJ's Civil Rights Division confirmed it was examining the case, but refused to provide details. The men have accused Officer Reggie Rivera of raping and sodomizing them after issuing traffic tickets.

¶ A member of an elite NYPD narcotics task force was arrested May 4 after he recklessly fired his gun outside a bar in Mahopac. One of the bullets traveled across a lake, went through the window of a home, and grazed the leg of a 17-year-old female resident. Det. Miguel Inzary was charged with assault, reckless endangerment, driving while intoxicated, and firing a gun within 500 feet of a residence.



# NYS pols quash proposed DNA data base

Continued from Page 5

Amendment," wrote Judge Paul V. Niemeyer in a 2-1 decision handed down in April 1992.

The law was challenged by a group of inmates who contended that the DNA program violated their rights against unreasonable search and seizure and due process.

In his ruling, Niemeyer held that when a suspect is arrested on probable cause, "his identification becomes a matter of legitimate state interest and he can hardly claim privacy in it. We accept this proposition because the identification of suspects is relevant not only to solving the crime for which the suspect is arrested, but also for maintaining a permanent record to solve other past and future crimes."

Girgenti was clearly frustrated by the continuing legislative logjam. "This is the most powerful identification tool available to law enforcement and the criminal justice system," he said, noting that the state's highest court has already ruled that evidence obtained through DNA is admissible in criminal proceedings.

Experts in DNA analysis were harshly critical of the failure of the New York Legislature to enact the program

"This is a major setback for the state's criminal justice system," said Dr. Lawrence Kobilinsky, a professor of biology and immunology at John Jay College of Criminal Justice who is a court-recognized expert in DNA profiling. "It puts the state back severely."

Kobilinsky took issue with several of the arguments posed by the program's opponents in the Legislature, including those centering on the privacy issue. "In no way does taking a blood specimen constitute unreasonable search and seizure," he said. "In fact, taking a blood specimen has always been considered by the courts to be a non-invasive procedure. I don't think it causes distress to the prisoner;

I think it protects society."

Housing the program within an agency like the state Health Department "is a serious mistake," Kobilinsky added. "This is not a health issue; this is a criminal justice issue. ... It should be in some sort of forensic laboratory under the direct control of DCJS. It's just a bad mistake to get the Health Department involved. God knows they have enough of their own problems."

"As a native New Yorker, I was really disappointed to see New York have the dubious distinction of being the only state ever to turn down one of these programs," said Dr. Paul Ferrara, director of the Virginia Division of Forensic Sciences, which oversees the

state's DNA analysis and data bank program. He too lambasted the proposal to put the program under the auspices of the state Health Department, calling such an idea "ludicrous."

"This is a criminal investigative tool and has no business being in the Health Department," he asserted. "As to the argument that there is no sufficient expertise in the New York State Police forensic laboratory system, that's poppycock. Nowhere in the country is a DNA data bank under a health facility."

Ferrara, who is chairman of the Laboratory Accreditation Board of the American Society of Criminal Laboratory Directors, said the New York State Police forensic laboratory system is

"perfectly capable" of administering a DNA data bank. "It would be a travesty for a law enforcement investigative tool to be in the hands of anyone except law enforcement professionals," he said.

Virginia, which has drawn 83,000 DNA samples from convicted felons, recently made its first "cold hit," Ferrara noted. In August, it matched the DNA of a suspect with semen stains left at the scene of a sexual assault on a 63-year-old woman who was also brutally beaten by her attacker. The suspect was a convicted rapist who had been recently paroled after serving 15 years of an 18-year prison sentence.

"That's the *raison d'être* for DNA data banks," Ferrara said.

## Programs targeting at-risk youth, violence-reduction to be linked on-line

Continued from Page 1

will be accessible through Internet, he added.

Most of the land-grant universities and county extension offices went on line with Internet about five years ago, Kane noted. "As part of that initiative, the Youth Development Information Center got away from putting information out in hard copy and started providing it in electronic form over the Internet. We have a system called Cyfernet (Child Youth and Family Education Resource Network) and Network for Action, a program linking land-grant universities around issues like collaborations for at-risk audiences. We're linking land grants with youth-at-risk sites and information-management systems like Cyfernet to form a cohesive network of expertise, program delivery, program and information management and development."

That setup will make Pavnet easily accessible on Internet through the information's center Cyfernet system, said Cascarano. "Agriculture has the equipment and the software, and we can attach it to Cyfernet and then it would spin off to become its own entity. Internet will connect with Cyfernet, which

will have Pavnet within it."

Cascarano added that the Justice Department has agreed to transfer \$58,000 to Agriculture to fund a position at the University of Maryland to

Once Pavnet is up and running, a DoJ official says, it could "provide law enforcement agencies with limitless information about anti-violence programs for youths nationwide."

upload Pavnet.

The format of Pavnet is currently being worked out, Bilchik said, adding that local officials will be asked to assess a final format before it is implemented. "We can build the program base, but we want to know how it should be presented to users in the most mean-

ingful way. We've already asked several mayors who have agreed to participate in that process," he told LEN.

Cascarano said he plans a training session on Pavnet during the National Conference on Partnerships Against Violence, to be held in August. A user's guide with training procedures is also expected to be available at the conference, he added.

"The other thing I think we need to do is to train police officials and libraries in all of the communities to be aware that this exists and give them the ability to access information," he said.

Bilchik said that once Pavnet is up

and running, it could provide law enforcement agencies with limitless information about anti-violence programs for youths nationwide.

"Law enforcement in many, many jurisdictions is partnering with local school systems, juvenile justice systems, public housing and public health agencies as an active partner in developing early intervention and prevention programs," he observed. "The whole community-policing effort ties into that type of service as well. I think when the full agenda is developed, it will provide a rich resource for law enforcement participation."

## DC aims for bigger, better homicide squad

Continued from Page 3

expected to develop contacts with residents, uniformed beat officers assigned to the neighborhoods and criminals. Developing close ties with those groups will help the investigators solve cases, Hennessy said.

Instead of working in shifts, as most homicide detectives now do, the new investigators will work whenever they need to. Some will be on call in the late-night, early-morning hours for responding to crime scenes, Hennessy added.

Trainees interviewed by The Post

appeared to exhibit the kind of mettle Hennessy is looking for. "I want an investigative career," said Officer Wayne Marable, a 33-year-old plainclothes vice investigator from the 6th District on the city's east side. "Put me in uniform, and I'll be hating life."

Roger Hearron, 41, a 1st District detective who worked in the homicide unit from 1988 to 1991, said the changes instituted by Hennessy made the job attractive to him once more. "I enjoyed the work, but it was too much, especially with a wife and child," he said.

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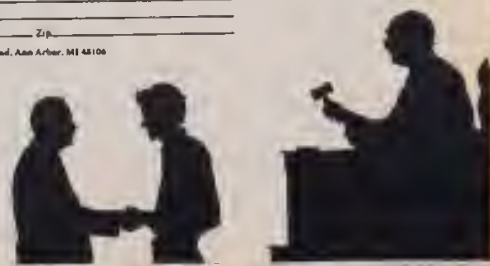
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# Upcoming Events

## JUNE

20-22. **Law Enforcement Technology for the 21st Century: The Less-Than-Lethal Alternative.** Presented by the National Institute of Justice, in conjunction with the American Defense Preparedness Association. Washington, D.C.

20-22. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Orlando, Fla. \$495

20-22. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Hartford, Conn. \$495.

20-24. **Interviews & Interrogations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450

20-24. **Managing Criminal Investigators & Investigations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

20-24. **Managing the Patrol Function.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

22-24. **Advanced Training on Preparing the Search & Seizure Warrant for Crimes Against Children.** Presented by the Institute of Child Advocacy. Clearwater, Fla. \$225.

22-24. **Managing the Detective Unit.** Presented by Rollins College. Orlando, Fla. \$350

22-24. **Monadnock Defensive Tactics System Instructor Certification.** Presented by Performance Dimensions Inc. West Palm Beach, Fla. \$295.

22-24. **Bombing Countermeasures.** Pre-

sented by Executech Internationale Corp. Dulles International Training Center, Va.

22-25. **Investigation & Prosecution of Parental Abduction.** Presented by the National Center for Prosecution of Child Abuse. Tucson, Ariz. \$140/\$185

27-29. **Fraud Training.** Presented by the Investigation Training Institute. San Francisco. \$595

27-29. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Anaheim, Calif. \$495.

27-29. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Columbus, Ohio \$495.

27-July 1. **Police Photography.** Presented by Rollins College. Orlando, Fla. \$395

27-July 1. **Seminar for the Field Training Officer.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450.

28. **OCAT Instructor Certification.** Presented by Performance Dimensions Inc. Williamston, N.C. \$195

28-30. **Advanced Interrogation Techniques.** Presented by Rollins College. Orlando, Fla. \$295

## JULY

7-8. **Building Community Alliances Against Domestic Violence.** Presented by the University of Vermont. Ogunquit, Maine \$225.

8-12. **21st Annual Training Seminar.** Presented by the International Conference of

Police Chaplains. Portland, Ore.

11-12. **Executive/VIP Protection.** Presented by the Executive Protection Institute. Kalispell, Mont.

11-13. **Fraud Training: Financial Investigation Methods to Prove Fraud & Crimes.** Presented by the Investigation Training Institute. Orlando, Fla. \$595

11-13. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Albany, N.Y. \$495

11-13. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Eagle River, Wis. \$495.

11-14. **Police/Media Relations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450

11-15. **Basic Telecommunications Training for Beginning Dispatchers.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450

14 ff. **The Child Savers: Understanding**

**Child Abuse Advocacy, Intervention & Treatment.** An eight-session lecture series presented by the New School for Social Research. New York.

16-22. **Protective Security Operations.** Presented by Executech Internationale Corp. Dulles International Training Center, Va.

17-21. **15th Annual Vehicular Homicide/DWI Conference.** Presented by the Northwestern University Traffic Institute. Chicago. \$390.

18-20. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Portland, Maine \$495

18-22. **Airborne Counterdrug Operations Training Program.** Presented by the Federal Law Enforcement Training Center. Columbus, Ohio. \$250.

18-22. **Seminar for the School Resource Officer.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$450

18-22. **Seminar for the Field Training**

**Officer.** Presented by the Institute of Police Technology & Management. Franklin, Tenn. \$450

18-29. **At-Scene Traffic Accident Investigation/Homicide Investigation.** Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$595

25-27. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates Inc. Omaha, Neb. \$495

25-27. **Fraud Training: Financial Investigation Methods to Prove Fraud & Crimes.** Presented by the Investigation Training Institute. Detroit. \$595

25-29. **Inspection & Investigation of Commercial Vehicle Accidents.** Presented by the Institute of Police Technology & Management. Phoenix. \$450

25-29. **Crime & Law Prevention I.** Presented by the National Crime Prevention Institute. Louisville, Ky.

25-Aug. 5. **Instructor Techniques.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$595

## UCR says crime is down, but BJS says handgun use is up

Continued from Page 3

nies and motor-vehicle thefts. Kansas City, Mo., reported a record-breaking 153 homicides last year — one more than in 1992 — but other categories of major crime were down. Rapes were down 10 percent, and violent crime overall was down by 13 percent.

A 70-percent jump in arson reported in St. Paul, Minn., was due in part to improvements in the way those crimes are investigated, according to officials there. Overall, violent crimes fell by 5 percent in St. Paul and by 3.4 percent in Minneapolis, but authorities said rapes and robberies rose in the Twin Cities.

### The Last Good Report?

The preliminary Uniform Crime Reports was greeted with skepticism by criminologists, one of whom warned that in view of the increasing propensity of youths to resort to violence, the FBI's figures "may be the last good report that we see in a long time."

Jack Levin, a professor of sociology and criminology at Northeastern University in Boston, based his assumption on the increasing number of homicides committed by youths — some as young as 14 or 15, who have not yet reached the 18- to 24-year-old age group that traditionally commits the overwhelming majority of murders and other violent crimes. "They aren't even there yet, but they're committing homicide," he said. "What are they going to do for an encore?"

Levin added that the report is the "lull before the crime storm that we're going to have in this country [during] the next decade."

A few days after the release of the FBI figures, The Associated Press released the results of a poll of 1,004 adults that showed crime concerns are on the rise. The poll found that six in 10 Americans — more than half of the men and two-thirds of the women — said they personally worry about becoming a crime victim.

Forty percent — mostly women, senior citizens and those with family incomes of less than \$15,000 — said there is an area within one mile of their homes where they would be afraid to walk at night.

The survey also found substantial

public support for increased penalties against criminals. Almost one-third said that locking up serious repeat offenders permanently would significantly reduce crime in their communities.

Similar sentiments were voiced by respondents in a poll last month conducted by The Kansas City (Mo.) Star. Nearly two-thirds of the 507 area residents surveyed by the newspaper said crime was their top concern. And despite figures that show that violent crime was down by 13 percent in Kansas City last year, 92 percent of those polled believed violent crime had increased.

### BJS Looks at Handgun Crimes

The public's crime worries are likely to find no balm in figures such as those released this month by the U.S. Bureau of Justice Statistics, which found that violent crimes involving handguns leaped more than 21 percent to nearly 1 million from 1991 to 1992.

BJS reported May 15 that handguns were used in 931,000 murders, rapes, robberies and assaults in 1992, compared with 772,000 such crimes in 1991. It said the annual average for the years 1987 to 1991 was 667,000, and that handguns were used in 55.6 percent of the 23,760 murders reported in 1992.

The data, culled from a survey that asked Americans about their "experiences with crime and criminal offenders," showed that gun use and violent crime among those in the 15-24 age group showed substantial increases from 1991 to 1992, and that young black males ages 16-19 made up the group most victimized by handgun crimes, representing 40 per 1,000 victims from 1987 to 1992.

The report said that the number of handguns used in non-fatal crimes rose to a record level in 1992, when the weapons were used in an estimated 917,500 non-fatal crimes, or 4.5 per

1,000 inhabitants age 12 or older. The figure represented nearly 50 percent more crimes than the average for the previous five years. Offenders armed with handguns committed one out of every eight violent crimes — rape, robbery or assault — measured by the National Crime Victimization Survey.

### Offense and Defense

During the period from 1987 to 1992, offenders fired their weapons in 17 percent of all non-fatal handgun crimes, missing the victim in four out of five incidents. The report, which did not include homicide data because information was obtained from living victims, estimated that a yearly average of 11,100 people were killed by criminal use of handguns during that period.

During the same period, an estimated annual average of 62,000 violent crime victims, or approximately 1 percent, used a firearm to defend themselves from criminal attacks. In addition, an annual percentage of about 20,000 victims of theft, household burglary or motor vehicle theft tried to defend their property by using guns.

In most instances, the report found, victims sought to defend themselves against unarmed offenders or those armed with weapons other than firearms. About one in three armed victims squared off with an armed criminal.

The bureau also estimated that more than 340,000 crimes annually involved firearm thefts, with almost two-thirds of such losses occurring during household burglaries. The survey did not cover thefts or burglaries from stores or other businesses.

"The statistics show we have a very significant handgun crime problem," said Michael R. Rand, a statistician at BJS and author of the report. "Our country is really trying to come to grips with that."

## For further information:

(Addresses & phone/fax numbers for organizations listed in calendar of events.)

American Defense Preparedness Association, 2101 Wilson Blvd., Suite 400, Arlington, VA 22201. Fax: (703) 522-1885

Barton County Community College, Attn: James J. Ness, Director, Administration of Justice Programs, R.R. 3, Box 136Z, Great Bend, KS 67530-9283. (316) 792-1243. Fax: (316) 792-8035

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037

Executech Internationale Corp., P.O. Box 365, Sterling, VA 20167. (703) 709-5805. Fax: (703) 709-5807

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

Federal Law Enforcement Training Center, National Center for State & Local Law Enforcement Training, Building 67, Glynnco, GA 31524. (800) 743-5382. Fax: (912) 267-2894

Institute of Child Advocacy, P.O. Box 8068, Clearwater, FL 34618-8068. (813) 726-1123. Fax: (813) 321-5664

Institute of Criminal Justice Studies, Southwest Texas State University, West Campus, Canyon Hall, San Marcos, TX 78666-4610. (512) 245-3030

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

International Conference of Police Chaplains, Attn: Chaplain Greg Kamman, Portland Police Bureau, 1111 SW 2nd Ave., Portland, OR 97204. (503) 823-0091.

Investigation Training Institute, P.O. Box 669, Shelburne, VT 05482. (802) 985-9123

Law Enforcement Training Systems, P.O. Box 822, Granby, CT 06035. (203) 653-0788.

Modern Warrior Inc., 711 N. Wellwood Ave., Landerhurst, NY 11757. (516) 226-8383

National Center for Prosecution of Child Abuse, American Prosecutors Research Institute, 99 Canal Center Plaza, Suite 510, Alexandria, VA 22314. (703) 739-0321

National College of District Attorneys, University of Houston Law Center, Houston, TX 77204-6380. (713) 743-NCDA. Fax: (713) 743-1850.

National Crime Prevention Institute, Bngman Hall, University of Louisville, Louisville, KY 40292. (502) 588-6987

The New School for Social Research, 66 W. 12th St., New York, NY 10011. (212) 229-5690

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011

Performance Dimensions Inc., P.O. Box 502, Powers Lake, WI 53159-0502. (414) 279-3850. Fax: (414) 279-5758.

John E. Reid & Associates Inc., 250 S. Wacker Dr., Suite 1100, Chicago, IL 60606. (800) 255-5747. Fax: (312) 876-1743.

Rollins College, Public Safety Institute, 1000 Holt Ave., #2728, Winter Park, FL 32789-4499. (407) 647-6080. Fax: (407) 647-3828

Southwestern Law Enforcement Institute, P.O. Box 830707, Richardson, TX 75083-0707. (214) 690-2394. Fax: (214) 690-2458

University of Delaware, Division of Continuing Education, Attn: Jacob Haber, 2800 Pennsylvania Ave., Wilmington, DE 19806. (302) 573-4487

University of Vermont, Attn.: Building Alliances, 30 South Park Drive, Colchester, VT 05446-2501. (802) 656-2088. Fax: (802) 656-3891.

## Upwardly Mobile?

If you're looking for training opportunities to advance your career — or plan to stage such an event — LEN's "Upcoming Events" section should be a central part of your plans. (For information on how to list events, contact the Editor at (212) 237-8442.)





## The fate awaiting America's youth?

- Perhaps, new studies suggest, pointing to millions of children living in stressful, crime-breeding conditions.
- Perhaps not, NIJ hopes, pointing to a planned on-line network of successful violence-reduction and youth-at-risk programs nationwide. **See Pages 1, 7.**

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